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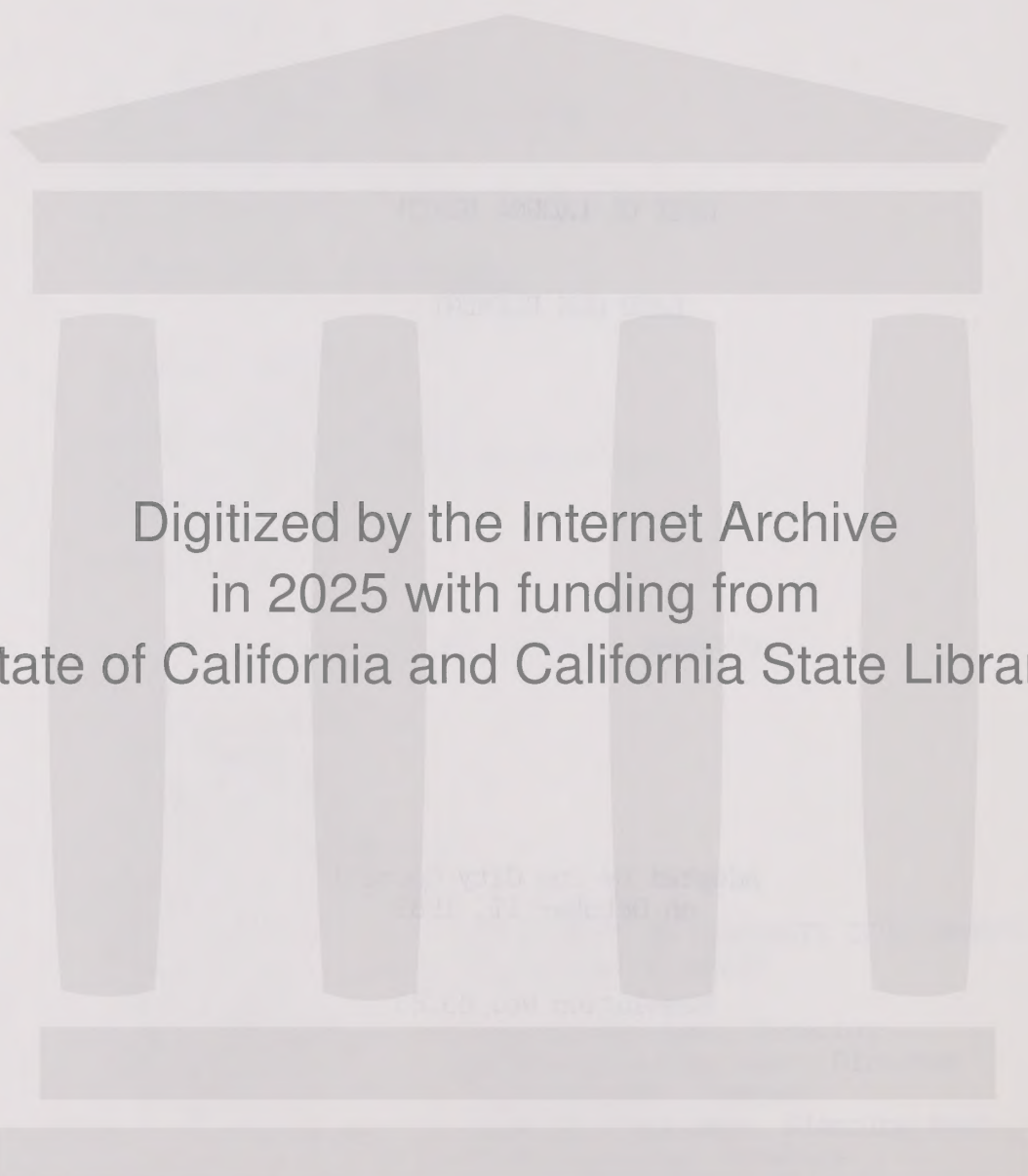
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CITY OF LAGUNA BEACH

LAND USE ELEMENT

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LAND USE ELEMENT

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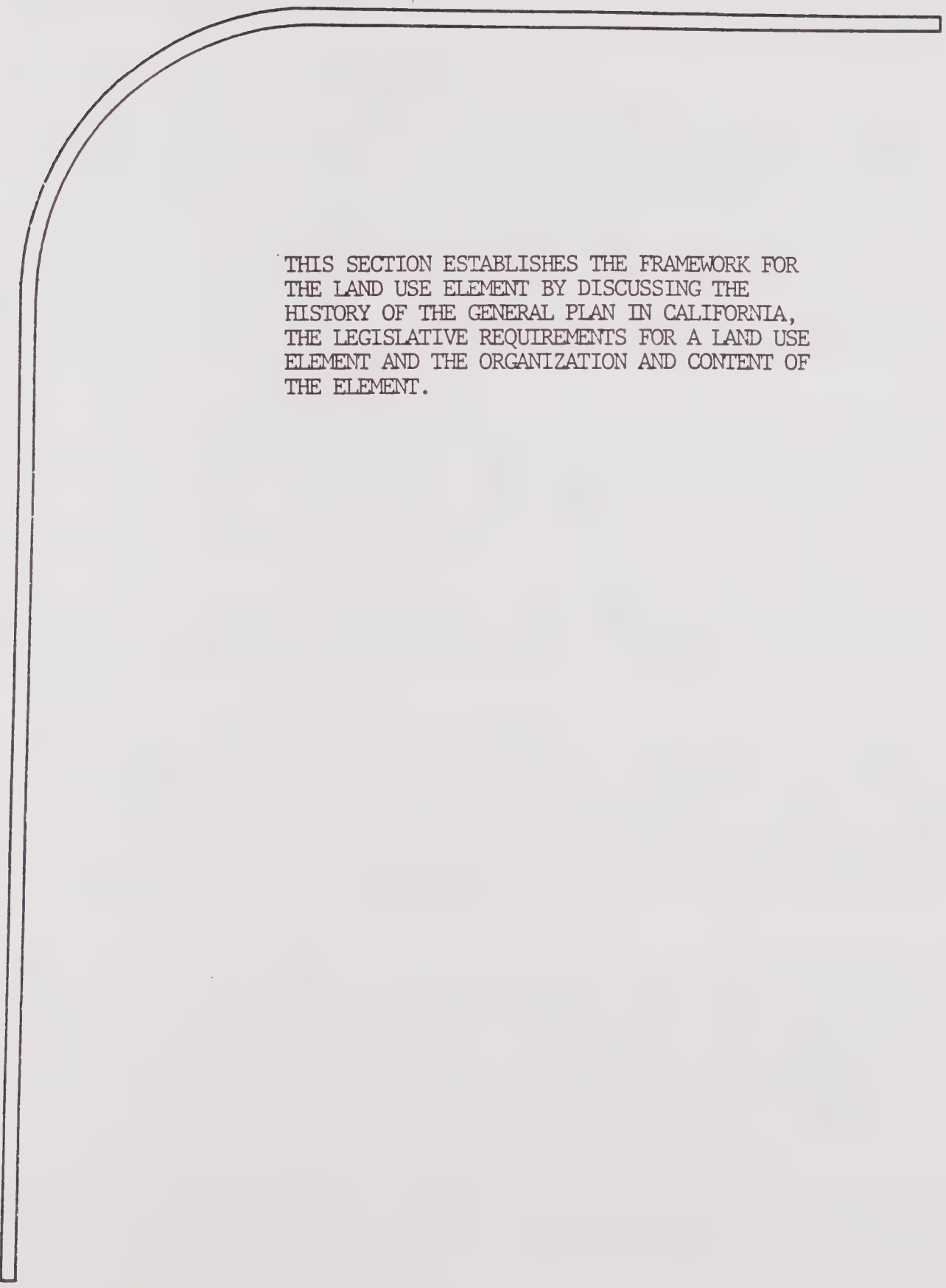
LAND USE ELEMENT

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INTRODUCTION

THIS SECTION INTRODUCES THE READER TO THE
PURPOSE AND SCOPE OF THE STUDY, THE
METHODS OF THE STUDY, THE RESULTS OF THE STUDY,
THE CONCLUSIONS AND RECOMMENDATIONS FOR A FURTHER
STUDY, AND THE ORGANIZATION AND CONTENT OF
THE REPORT.



THIS SECTION ESTABLISHES THE FRAMEWORK FOR
THE LAND USE ELEMENT BY DISCUSSING THE
HISTORY OF THE GENERAL PLAN IN CALIFORNIA,
THE LEGISLATIVE REQUIREMENTS FOR A LAND USE
ELEMENT AND THE ORGANIZATION AND CONTENT OF
THE ELEMENT.

Section 1: Introduction

Legislative History and Authority

The responsibility for land use planning has rested with local government for many years. The State of California first enacted legislation in 1937 which required cities and counties to prepare and adopt Master Plans. Initially, these Master Plans were rudimentary and performed a limited role in long-range community development. In later years, however, the General Plan, as it is presently referred to, matured in meaning and importance to become the cornerstone of local land use planning. Today the General Plan consists of nine mandatory elements: Land Use, Circulation, Housing, Scenic Highways, Open Space, Conservation, Safety, Seismic Safety, and Noise.

In the 1970's, the State Legislature was particularly active in formulating the General Plan as we now know it. During that period the number of required elements increased from two to nine; zoning and subdivision controls were required to be consistent with the General Plan; and amendments of individual elements were limited to three times a year.

These actions established the General Plan as the controlling document in land use regulation. The Land Use Element (LUE) became a particularly important element of the Plan by virtue of the requirements of Government Code Section 65302, which mandates that the element include:

"...the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan."

State law requires the content of general plan elements to be organized into two principal components: a text and a land use plan map. The text describes the existing community land use and issues, sets forth objectives for the future and policies to implement these objectives, and establishes categories for population density, building intensity and development control. The map establishes the distribution and type of land use in graphic form.

The LUE has perhaps the broadest scope of the nine mandated General Plan elements. The element establishes a diverse set of community goals and objectives and integrates them into a context for community decision-making. It coordinates the policies of

the other elements and synthesizes them into the land use plan and may even go beyond physical planning to address social and economic issues.

The policies for land use designated in the LUE are particularly important because of the consistency requirement established by the State legislature. No zone change or subdivision map may be approved unless it is consistent with the Land Use Element. This requirement has had a constructive impact on land use planning by demanding greater continuity in local planning programs and eliminating internal conflicts among competing planning documents.

History of Laguna Beach Land Use Element

The first attempt at comprehensive planning by the City of Laguna Beach occurred in 1955, when it adopted a "Master Plan", which addressed growth and development within the City and the surrounding area. In 1959, a more formal and comprehensive "General Plan" was adopted, consisting of three separate elements - Land Use, Circulation and Recreation. This general plan provided the direction for growth in the City until 1972, when the City Council adopted a new, expanded Land Use Element.

Since 1972, the purview of the City's general plan has increased dramatically, with many new elements and development standards added to the plan (see table below). The advances in the City's comprehensive planning efforts are due to a combination of factors, including growing public interest in community planning, the emergence of new state planning requirements, and changes in the financial profile of the City which require a closer examination of service costs versus community benefits. Presented below is a list of general plan elements adopted by the City.

Table 1-1

LAGUNA BEACH GENERAL PLAN

<u>General Plan Elements</u>	<u>Year of Original Adoption</u>	<u>Year of Latest Revision</u>
Land Use	1959	1983
Circulation	1959	1975
Recreation (Optional)	1959	-
Conservation	1974	1984
Open Space	1974	1984
Housing	1974	1985
Noise	1974	-
Scenic Highways	1975	-
Human Needs (Optional)	1976	-
Seismic	1979	-
Safety	1979	-
Historic Preservation (Optional)	1981	-

Since the Land Use Element establishes the actual categories of land use and density of development, this element has understandably received the most attention over the years. The first major amendment to the 1972 Land Use Element occurred in 1975, when the original Land Use Plan Map was revised to show new land use categories and density standards. A second amendment of that map occurred in 1982 when additional revisions were made as part of the City's "Coastal Planning" program.

Historically, public interest has focused on the Land Use Plan Map, as opposed to the policies and development criteria contained in the text of the Land Use Element. For this reason, the map has remained considerably more "current" than the text of the plan. This new plan attempts to establish a closer alignment between the Land Use Plan Map and associated text and policies.

Time Frame

There are two reasons for designating a time frame for the LUE: 1) it establishes a schedule for achieving community goals and objectives; and 2) it sets long term policy for day-to-day decision-making. Land uses and community objectives take considerable time to achieve. A short time frame such as five years may be too brief to provide for realistic planning. A very long range plan, however, may not be responsive to economic and social changes. In the past, jurisdictions typically chose 15 to 25 years as the time frame for a LUE. New General Plan requirements and the need to review and revise the plan as new information is available and community goals are refined have resulted in intermediate time horizons of 10 to 15 years.

For purposes of this Land Use Element, a 10-year time horizon has been selected as a basis for measuring community growth and policy development. This time span is consistent with the City's earlier planning documents (10-Year Land Use Policies Map, adopted in 1975), and should provide the City with the necessary flexibility to adapt to changing community interests, values and priorities. Moreover, future projects and predictions become more speculative and less reliable as the time period increases.

Geographic Application

The Land Use Element must by law encompass the entire jurisdiction of the community. The Element, however, extends to areas outside its jurisdiction. These areas are usually the City's "Sphere of Influence", but they may simply be areas which in the City's judgment "bear relation to its planning" (Government Code Section 65300). (Section VI discusses changes in the City's Sphere of Influence.)

The City of Laguna Beach is surrounded by the Laguna Greenbelt, which encompasses 10,000 acres of largely undeveloped lands and includes Morro Canyon, Emerald Canyon, the watershed of Laguna Canyon, Woods Canyon and Lower Aliso Creek. The Greenbelt,

principally under the jurisdiction of the County of Orange, physically separates the City from urbanization occurring elsewhere in the County. These lands provide density relief and open space, and share with the City common watersheds, drainage systems, road and trail linkages, air space, recreational resources and interdependent biological communities.

Because of this relationship, the Land Use Element establishes a planning area which includes the Laguna Greenbelt (refer to Map 1-1). This is a formal recognition of the impact of the Greenbelt on the community, the City's past participation in government decisions affecting the Greenbelt, and its desire to continue to participate in the future.

While the City cannot directly control land use in the Greenbelt, it can influence the outcome of the County's decisions regarding the area and can establish a cooperative relationship with the County to maintain the Greenbelt as a regional open space and conservation resource in the face of mounting development pressures within the area. Additional information about land use within this planning area is presented in Section VII of this document.

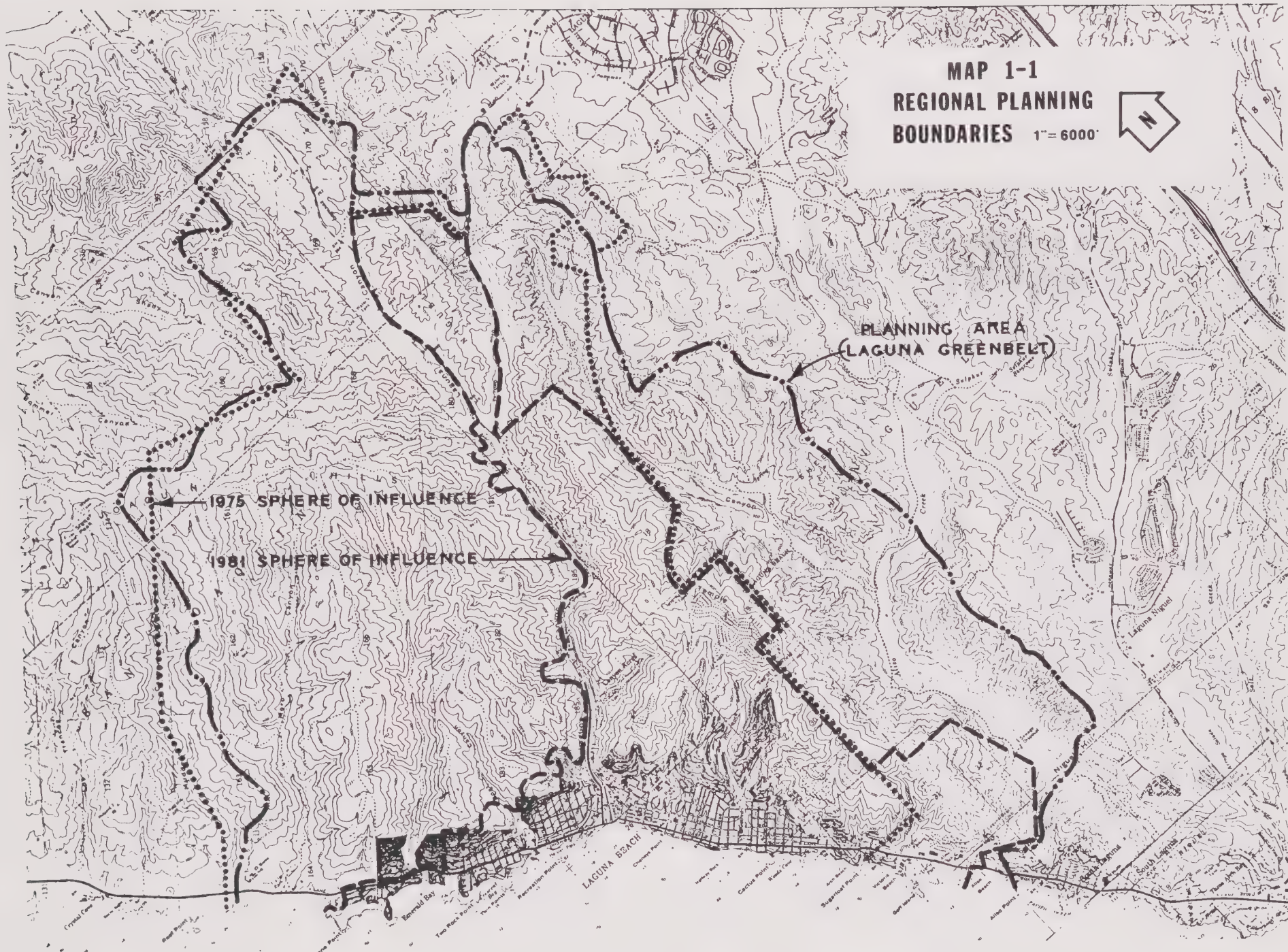
Relationship to the Coastal Plan

Like all coastal communities in California, the City of Laguna Beach must observe the provisions of the California Coastal Act of 1976. Unlike most coastal areas, however, almost the entire City is included in the coastal zone. Only the 522-acre Sycamore Hills area, owned by the City, is excluded.

This has created the need for close coordination between coastal planning and the City's General Plan. The Coastal Act requires that land uses in cities' coastal zones be regulated by a Local Coastal Plan. Because so much of Laguna Beach is covered by the Local Coastal Plan, the LUE Map is virtually identical geographically to the Coastal Plan Map.

In addition, the issues and policies of both plans often overlap. For example, both plans address parking and circulation, water-course protection, hillside development and recreational lands. The Local Coastal Program, however, maintains a slightly different orientation than the general plan, with particular emphasis placed on coastal-related issues such as tidepools, shoreline access and coastal bluffs.

Given the interrelationship between these subjects and the City's general plan, the Coastal Plan has been physically integrated into this element and the recently completed Open Space/Conservation Element. These elements contain policies and development standards related to the Coastal Plan and are intended to implement the provisions of the Coastal Act. A complete description and analysis of coastal planning issues is contained in a separate document which serves as a technical appendix to the general plan. This consolidation will ensure consistency between the City's general plan policies and coastal planning efforts.



Citizen Participation

Public participation has traditionally performed a valuable function in the planning process, particularly in reflecting community values, needs and goals.

In the City of Laguna Beach, citizen participation has been a particularly important feature of the local planning process, providing residents an opportunity to express their thoughts and viewpoints and interact in the decision-making process. This participation in the community has added quality and credibility to planning studies and engenders public understanding and support for such plans.

Citizen involvement played an instrumental role in the early development of the Land Use Element. In 1980, the Laguna Beach City Council formed five citizen advisory committees to study the various elements of the general plan. One such committee, composed of 15 members, was assigned to the Land Use Element. The principal responsibility of the committee was centered upon the identification of significant planning issues and formulation of goals, objectives and implementation measures.

The committee's ideas and recommendations were particularly valuable in the actual development of the Land Use Element, and in determining the importance and priority of community goals and policies.

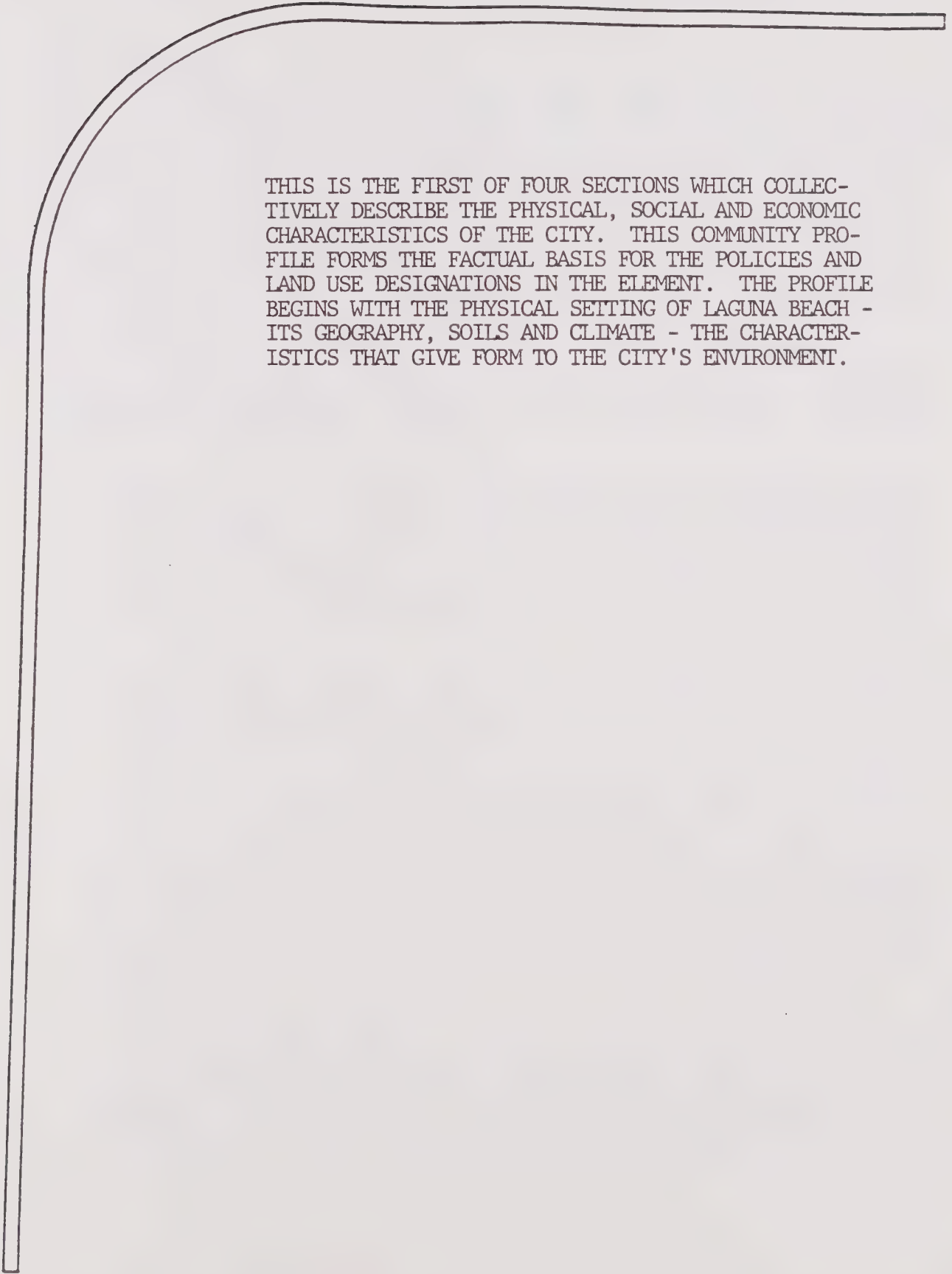
Organization of the Land Use Element

The new element is organized into nine sections. Following the introduction, Sections II-V address the physical setting of the City, its population and economic characteristics and existing land uses. Section VI consists of a series of "issue statements" and policies dealing with the major land use concerns identified by the community and the City Council. Considerable detail has been included in these issue statements because it is important for the community to understand the reasoning which led to each policy.

Section VII describes the categories utilized on the land use plan map; Section VIII addresses the implementation program necessary to carry out the policies in Section VI; and Section IX evaluates the environmental effects of the plan.

These sections work together like chapters in a book. Different chapters are important at different times and in different situations. The background sections, for example, will be used to provide information on the characteristics and values of the community, while the policy section and land use plan map will be utilized to evaluate development requests for consistency with the general plan. The implementation program will be used to prioritize tasks and allocate staffing.

PHYSICAL SETTING



THIS IS THE FIRST OF FOUR SECTIONS WHICH COLLECTIVELY DESCRIBE THE PHYSICAL, SOCIAL AND ECONOMIC CHARACTERISTICS OF THE CITY. THIS COMMUNITY PROFILE FORMS THE FACTUAL BASIS FOR THE POLICIES AND LAND USE DESIGNATIONS IN THE ELEMENT. THE PROFILE BEGINS WITH THE PHYSICAL SETTING OF LAGUNA BEACH - ITS GEOGRAPHY, SOILS AND CLIMATE - THE CHARACTERISTICS THAT GIVE FORM TO THE CITY'S ENVIRONMENT.

Section 2: Physical Setting

Geomorphic Regions

The City of Laguna Beach is situated in a truly unusual setting uncommon elsewhere in the County of Orange. This is due largely to both the location of the City as a seaside community and its physical elements, which are characterized by steep hillsides, inaccessible canyon bottoms, prominent ridgelines and vast areas of open space. These conditions physically separate Laguna Beach from urbanization occurring elsewhere in the County and provide a natural open space buffer around the community. The particular physical features of the City can be divided into three separate geomorphic regions: Coastal Fringe, Hillside Canyons and High Terrace Lands, and the Central Basin.

A. Coastal Fringe - The coastal fringe is composed of three principal geographic units: the coastal plain; Pacific shoreline; and offshore islands.

1. Coastal Plain - The coastal plain is traversed by the Pacific Coast Highway and flanked by intense urban development. It is generally level, although steep-sided gullies and arroyos descend from higher elevations dividing the plain into a series of separate cliffs which range in height from a few feet to nearly 140 feet above sea level.
2. Pacific Shoreline - The City's shoreline measures about 18,800 feet along the general coastal outline and 26,200 feet along the actual detailed water line. This difference is a reflection of the topographic irregularity of the coastline created by the presence of prominent headlands and small pocket beaches. These cliffs and headlands in Laguna Beach are famous for their unusual rock formations. Many of the rock formations are similar to native rock outcroppings found only toward Catalina Island, indicating that these formations may have been formed by streams transporting silt and mudflows from a large mountain mass which once occupied this portion of the California coast.

Some of these rock formations are more susceptible to erosion than others as a result of their particular geologic composition and exposure to erosional elements. Most of the headlands, for example, are composed of hard and resistant volcanic rock, thus

their continued prominence along the City's shoreline. In contrast, coves that contain small pocket beaches are a reflection of weaker bedrock that weathers, erodes and retreats more rapidly than headland formations.

3. Offshore Islands - Several small offshore islands are located just off the coasts of Laguna Beach and serve as resting grounds for both birds and sea mammals. These islands consist of Bird Rock, Seal Rock and Halfway Rock.

B. Hillside Canyons and High Terrace Lands - The major canyons of the Laguna Beach area (Laguna, Hidden Valley, Rimrock and Bluebird Canyons) were initially formed by geomorphic uplifting of the San Joaquin Hills and subsequent stream cutting which gradually eroded weaker rock formations into deep canyons. Common features of these canyons are steep slopes and exposed bedrock where surface topsoil has been eroded and displaced downstream into the Pacific Ocean. These canyon bottoms typically reveal the underlying rock formations and evidence of geologically unstable dip-slope conditions (where the slope surface conforms in angle to the dip [or plane] of the underlying bedrock).

C. Central Basin Area - This region is characterized by the broad, nearly level expanses of land situated at the confluence of Laguna Canyon and the Pacific Ocean. This area exhibits soft and expansive soil conditions resulting from stream sedimentation long ago deposited from the mouth of Laguna Canyon. Maximum depth of the stream deposits is over 100 feet. Groundwater levels in the central basin area are relatively high, with seasonal fluctuations ranging from five to ten feet below ground surface.

Geology

A. Geologic Structure - The City of Laguna Beach is underlain by four predominant rock formations: marine deposits consisting of sedimentary breccia (rock made of highly angular coarse fragments), and conglomerate with coarse sand boulders and quartzite locally interbedded with sandstone and sandy siltstone; Monterey, generally comprised of interbedded silty and silicious shale and siltstone; and Topanga, generally consisting of silty sandstone and interbedded siltstone and porous rock.

The geological formation of the city began approximately 15-20 million years ago as layers of sediment were deposited beneath the sea. This was followed by volcanic activity which injected hard rock into fissures, and a fine volcanic ash was laid down, sometimes incorporated with sand and silt, occasionally as a distinct layer. While these processes were occurring, seismic forces folded, faulted and

lifted the mass above sea level, allowing erosion to attack the layers of rock tilted from their original, nearly horizontal position.

Local landforms within the city were primarily caused by normal erosion and wave action working on the hard and soft layers of rock. The harder and more resistant layers tended to remain as outcroppings, sometimes forming steep cliffs; the softer rock was more readily removed, allowing stream action to form canyons and other relatively depressed areas.

The current phase of geological development began with a series of intermittent uplifts which continued at a diminished rate into the present. During the pause between each uplift, the sea was able to attack the rock located at sea level, cutting a bench or terrace. These elevated terraces are prominent features in the topography of Laguna Beach and their broad, nearly level expanses invited early development.

During the last ice age a fall and subsequent rise of sea level resulted in the deposition of alluvial bottom land in the Laguna Canyon. This process was not quite complete when the first Anglo settlers arrived, for they found the mouth of this Canyon, the downtown basin, to be still somewhat swampy.

- B. Faults - The City of Laguna Beach lies in a seismically active zone vulnerable to ground shaking and related geologic hazards. There are three major faults in the region: Newport-Inglewood, San Jacinto, and San Andreas. Locally, Laguna Beach has two major fault systems: Laguna Canyon and Temple Hills. The Laguna Canyon system is best revealed by the steep scarps at the back of Bluebird and Rimrock Canyons. Erosion rather than current faulting is responsible for these exposures. This fault can be followed from South Laguna to the vicinity of the University of California at Irvine campus. The Temple Hills fault is not as conspicuous, trending in an east-west direction generally perpendicular to the Laguna Canyon fault. Its trace runs from the back of Bluebird Canyon to the downtown basin. Technically, both of these faults are inactive, which means that geological evidence shows that no motion has occurred for 11,000 to three million years.

A few faults within Laguna Beach are listed as potentially active (meaning evidence is lacking or motion has occurred from 11,000 to three million years ago), such as the Pelican Hill fault, which passes across the Irvine Ranch and through north Laguna into the sea.

- C. Slope - Slope is an important consideration in land use planning because the suitability of land use is largely dependent on slope characteristics. Slope stability is dependent upon a number of factors, the most important of which include the type of earth material (bedrock, debris, sediment or soil), related characteristics such as absorption, fissibility, strength, internal friction, and steepness of slope. Rainfall, erosion, earthquakes and human activities such as grading and irrigation amplify the effects of unstable earth characteristics and may even cause slope failure. In addition, the density and type of vegetation and the slope's position relative to sun exposure contribute to slope failure.

Soils

According to the U.S. Soil Conservation Service, approximately 55 different soil types are found within Laguna Beach. The majority of the City, however, is characterized by five different soil classifications.

1. Myford sandy loam - This soil is the most extensive type found in the City, stretching nearly the length of the City from north Laguna to Calliope Street (excluding the Central Business District). This soil type is generally located on broad terraces with slopes ranging between 2%-15%. Under bare soil conditions, runoff is medium to rapid and erosion hazard is moderate.
2. Capistrano sandy loam - The Central Business District, Laguna Canyon, and the area between Calliope Street and Fern Street are primarily covered with the Capistrano sandy loam soil type. This soil generally occurs in long, narrow bodies in small valleys and like the Myford sandy loam consists of slopes ranging from 2%-15%. Under bare soil conditions runoff is slow to medium and erosion hazard is moderate.
3. Marine loamy sand - The majority of Arch Beach Heights is covered with this soil. Generally, this soil occurs on terraces near the coast with slopes ranging from 2%-9%. Under bare soil conditions, runoff is slow to medium and erosion hazard is slight to moderate.
4. Chesterton loamy sand - This is the predominant soil found in the Top of the World area. Generally, this soil occurs on terrace-like cappings of hills within a few miles of the coast, with slopes between 2%-15%. Under bare soil conditions runoff is medium and the erosion hazard is high.

5. Balcom loam clay - The Temple Hills and Bluebird Canyon areas are composed of this soil. They are generally found on slopes ranging from 30%-50%. Under bare soil conditions runoff is rapid and erosion hazard is high.

Steeper vacant hillsides are predominantly covered with three soil types: Anaheim clay loam, Balcom clay loam, and Cienega-Rock outcrop complex. All three only occur on slopes greater than 30%, and share a common characteristic: under bare soil conditions, runoff is rapid to very rapid, and the erosion hazard is high to very high.

Climate

Climate plays an important role in the physical setting of Laguna Beach, affecting vegetation, architectural design and the recreational amenities in the area. The City's temperature, rainfall and wind are typical of a Mediterranean climate characterized by mild winters, warm summers, moderate rainfall and general year-round sunshine (with the exception of coastal morning fog during the spring and summer months).

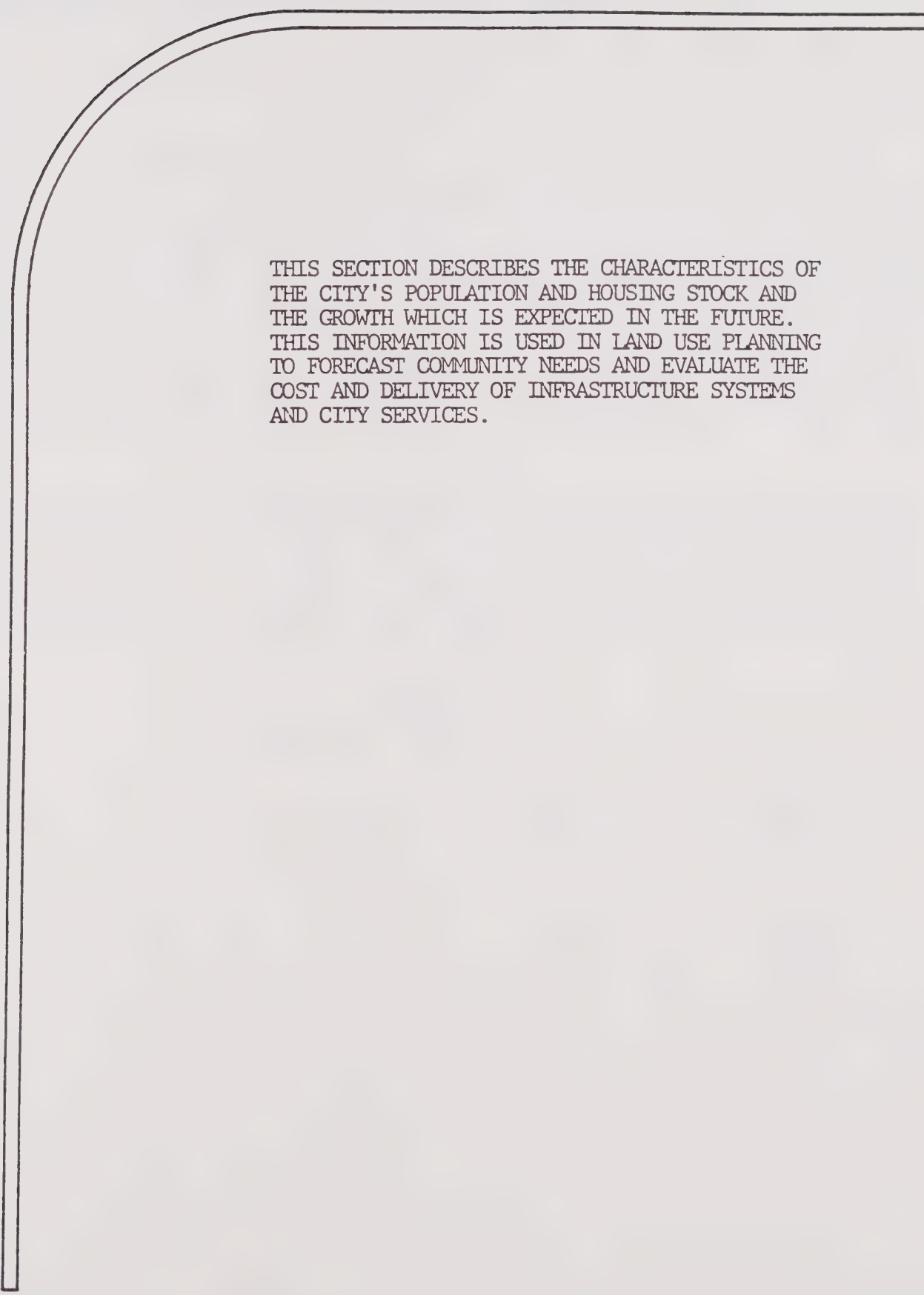
Temperatures in Laguna Beach range from 50 degrees F to 85 degrees F during the summer and from 30 degrees F to 80 degrees F in the winter. The average rainfall in Laguna Beach is 12 inches per year. Over 90% of the rainfall occurs between late October and early April. Higher elevations of the San Joaquin Hills generally receive an annual rainfall of 14 to 15 inches. Distribution of rainfall in the hills is extremely irregular. Torrential downpours can occur in one section of the hills, while another section receives only light showers. Thus, rainfall for two different hill sections can vary more than two to three inches per year.

Much of the rain that falls on the crest and on the side slopes of the San Joaquin Hills emerges in wet years as springs and seepages near the foot of the northern slopes and generally at the base of the terrace deposits where impermeable rock is encountered. These springs remain active during most of the summer, as illustrated by those in the Heisler Park area.

Wind, in combination with other climatic and geographic features, is a significant aspect of the City's physical setting. Prevailing winds in Laguna Beach are sea breezes which are generally low in velocity, attaining speeds of 10 to 20 mph. Typically, sea breezes are beneficial to the community because they propel air pollutants inland and provide a cooling effect during the warm summer months.

In addition to prevailing sea breezes, the City receives seasonal winds generally during the fall and winter months. Referred to as Santa Ana winds, they are hot, dry northerly to northeasterly winds which often attain velocities in excess of 40 mph. Santa Ana winds are particularly damaging because they frequently occur during the driest season of the year, increasing the risk of rapidly spreading fires, causing damage to structures and natural vegetation in the canyon areas of the City.

POPULATION CHARACTERISTICS



THIS SECTION DESCRIBES THE CHARACTERISTICS OF
THE CITY'S POPULATION AND HOUSING STOCK AND
THE GROWTH WHICH IS EXPECTED IN THE FUTURE.
THIS INFORMATION IS USED IN LAND USE PLANNING
TO FORECAST COMMUNITY NEEDS AND EVALUATE THE
COST AND DELIVERY OF INFRASTRUCTURE SYSTEMS
AND CITY SERVICES.

Section 3: Population Characteristics

Historic Perspective

Laguna Beach has experienced continuous growth in population since its incorporation in 1927. In that year, the City's population approached 1500 persons, although the total population of the unincorporated area of Laguna Beach was considerably larger than this number. The original city limits consisted of only 690 acres, which generally encompassed the downtown basin and surrounding flat areas. In subsequent years, as the City continued to expand its jurisdictional limits, the population in Laguna Beach similarly increased. Today the City of Laguna Beach has 5.6 square miles of territory and a population of approximately 18,000 persons.

The actual growth rate in Laguna Beach has fluctuated over the years, with an annual increase of 12.5% between 1930 and 1940, 4.9% between 1940 and 1950, and 3.9% between 1950 and 1960. Since 1970, the City's population has increased by 23%, from a population of 14,550 to 17,901 in 1980. This represents an average annual growth rate of 2.3%. The table below provides a summary of population totals since incorporation of the City.

Table 3-1

POPULATION CHARACTERISTICS

<u>Year</u>	<u>Total Population</u>	<u>Percent Increase</u>	<u>Percent Average Annual Increase</u>
1927	1,500		
1930	1,981	32.1%	10.6%
1940	4,460	125.1	12.5
1950	6,661	49.3	4.9
1960	9,288	39.4	3.9
1970	14,550	56.6	5.6
1980	17,901	23.0	2.3

Source: U.S. Census Bureau

Current and Projected Trends

The City's growth will likely continue to increase, but at decreasing rates when compared to historical trends. This is due in large part to the diminishing supply of buildable land in the City. The majority of vacant land is constrained by steep terrain, access difficulties and environmental hazards. This may result in greater attention to land recycling or rehabilitation in the older developed areas of the City, such as the downtown basin and coastal plain. Additionally, many properties which are currently underutilized in terms of zoning density, are expected to gradually redevelop to more intensive use. Further insights into the development potential of the City are presented in a later section of this report. The following table depicts the estimated growth in Laguna Beach to the year 2000, based upon historical trends, new development potential, redevelopment opportunities and land use constraints.

Table 3-2

POPULATION AND HOUSING PROJECTIONS

<u>Year</u>	<u>Population</u>	<u>Total Dwelling Units</u>
1980	17,901	9,478*
1981	17,993	9,530
1982	18,090	9,570
1985	19,606	9,803
1990	20,706	10,353
2000	21,120	10,500

Source: City of Laguna Beach Department
of Community Development

The population characteristics of the City are influenced by the large influx of seasonal residents and visitors during the summer months. During July and August the City's resident population increases to approximately 45,000 people, and the daily influx of visitors is estimated between 25,000 and 35,000 people. The large seasonal concentration of both residents and daily visitors affects the delivery of City services and the demand on existing and planned infrastructure systems.

* According to City building permit records, the City's housing stock totaled 8909 units in 1980, although the U.S. Census Bureau reported 9,478 units as shown in Table 3-2. The difference in these figures is largely attributed to the unrecorded incidence of illegally dividing a residence into two or more units, which inflates the total number of such units.

Age and Income Profile

The social and economic characteristics of the City's residents have gradually changed over the years. There has been a continued increase in the percentage of younger individuals residing within Laguna Beach. The 1980 Census reported that between 1970-1980, the City experienced a 60% increase in the 20-34 year age group, and the 35-54 age group increased 38.4%. The under 5 age group declined nearly 12%, the 5-19 age group declined approximately 3.5%, and the 55 and over age group increased only .88%. Increased housing and living costs, as well as the overall decline in the birth rate may account for the decrease in the proportion of younger and older individuals residing within the City. The displacement of these people has gradually reduced the social diversity of the community. Table 3-3 depicts the age distribution of the community between 1970 and 1980.

Table 3-3
AGE DISTRIBUTION

	<u>1970 Total</u>	<u>% of Total 1970 Population</u>	<u>1980 Total</u>	<u>% of Total 1980 Population</u>	<u>% Change 1970-80</u>
Under 5 years	727	5.0%	638	3.6%	- 12.2
5-19 years	2,693	18.5	2,787	15.6	+ 3.5
20-34 Years	3,450	23.7	5,526	30.9	+ 60.2
35-54 Years	3,468	23.8	4,801	26.8	+ 38.4
55 Years & Over	4,212	28.9	4,249	23.7	+ .88

Source: 1970 U.S. Census; 1980 U.S. Census

The 1980 U.S. Census reported a substantial rise in family median income in Laguna Beach, increasing from \$12,800 per year in 1970 to \$30,325 in 1980. This figure is considerably higher than the County family median income. In contrast, however, household median income, which refers to all unrelated persons occupying a single housing unit, was slightly higher in the County for that same time period. This may be because persons in this category are often students or persons working in tourist-related services.

Table 3-4
MEDIAN INCOME, 1980

	<u>Unrelated Individuals</u>	<u>Family</u>	<u>Household</u>
Laguna Beach	\$10,714	\$30,325	\$21,165
Orange County	\$10,024	\$25,919	\$22,557

Source: 1980 U.S. Census

ECONOMIC CHARACTERISTICS

THIS SECTION IS AN OVERVIEW OF THE CITY'S ECONOMY AND ITS PATTERN OF REVENUES AND EXPENDITURES. IT IS INCLUDED IN THE LAND USE ELEMENT BECAUSE THE CITY'S DESIGNATION OF LAND USES CAN STRONGLY INFLUENCE ITS ECONOMIC GROWTH AND VIABILITY BY ALLOCATING THE AMOUNT OF LAND THAT CAN BE DEVOTED TO A PARTICULAR USE. LAND USE DESIGNATIONS SHOULD ENCOURAGE LOCAL BUSINESS ACTIVITY AND EMPLOYMENT OPPORTUNITIES WHILE ACHIEVING COMMUNITY OBJECTIVES OF PROVIDING HOMES, OPEN SPACE AND RECREATION. LAND USES WHICH REQUIRE SIGNIFICANT EXPENDITURES FOR CITY SERVICES MUST BE CAREFULLY EVALUATED IN LIGHT OF EXPECTED REVENUES WHILE PLANNED AMENITIES MUST BE TIED TO FUTURE SOURCES OF INCOME.

Section 4: Economic Characteristics

Employment

The unique physical amenities and cultural activities of Laguna Beach have transformed the community into a major tourist/recreational environment of regional significance, attracting nearly three million visitors annually. This popularity is largely responsible for the numerous and diverse visitor-serving facilities in the City, which also support a large segment of the community's employment base. This employment accounted for nearly 30% of the 4,712 wage earners in the City in 1970. Between 1970 and 1978, Laguna Beach experienced a 29.9% increase in total wage and salary employment, totaling 5,480 jobs.

Table 4-1

WAGE AND SALARY EMPLOYMENT BY INDUSTRY^{1/}

<u>Industry</u>	<u>Employment in</u> <u>Laguna Beach</u>		<u>% of Total</u> <u>Employment in</u> <u>Laguna Beach</u>	
	<u>1970</u>	<u>1978</u>	<u>1970</u>	<u>1978</u>
Total all industries	4,217	5,480		
Agriculture	21	0	.5	0
Mining	0	0	0	0
Construction	121	280	2.9	5.1
Manufacturing	255	249	6.0	4.5
Nondurable goods	99	88		
Durable goods	156	161		
Transportation/public utilities	221	84	5.2	1.5
Trade	1,689	2,417	40.1	44.1
Finance/insurance/real estate	362	422	8.6	7.7
Services	889	1,195	21.1	21.8
Government	652	830	15.5	15.1
Uncoded	7	3		

^{1/} Employment reported by place of work excluding self-employed and unpaid family workers and workers involved in labor disputes.

Source: Employment Development Department, The INCOM Project, 1978

As indicated in Table 4-1, both wholesale and retail trade showed the largest increase (728 jobs) in comparison to the other industries listed. Although construction represented only 5% of the total wage and salary employment in 1978, the number of persons employed in this industry increased by nearly 131.4% from 1970. Although more current employment statistics are unavailable, it is suspected that employment in construction has declined significantly and shifted to other trades with the downturn of the housing industry. Three industrial classifications showed a slight decrease in Laguna Beach during this eight year period: agriculture, manufacturing and transportation/public utilities.

According to employment projections from the County of Orange, the labor force in Laguna Beach is expected to increase 9.5 percent by the year 2000, totaling 9,200 employees. It should be noted that these projections are based upon certain planning zones which encompass a slightly larger geographic area than the City, including the unincorporated areas of Laguna Canyon Road and a small portion of South Laguna. These projections also estimate that the southern portion of the County will receive the majority of employment growth in Orange County, accounting for approximately 64% of all jobs by 1990.

Table 4-2

EMPLOYMENT PROJECTIONS FOR LAGUNA BEACH

<u>Year</u>	<u>Projection</u>	<u>% of County Total</u>
1980	8,400	.9
1990	8,500	.7
2000	9,200	.7

Source: Projections of Jobs for MMTS Zones, Orange County, 1980-2020, Table 39 Draft Final Report, March 1982

In addition to identifying wage and salary employment figures for the City, the State Employment Development Department also maintains records on the types of industry within the various cities of Orange County. As indicated in Table 4-3, there were a total of 554 industries listed within the City of Laguna Beach in 1978. In comparing this information with business license permits issued by the City, however, several discrepancies in these figures were noted.

For example, according to City records, approximately 687 retail business licenses were issued in 1978, considerably higher than the 215 retail industries indicated in the EDD's report. There were only nine manufacturing business licenses issued by the City in 1978; however, the EDD reported 32 manufacturing industries.

There are several possible explanations for the differences in data. The EDD excludes industries with self-employed and unpaid family workers; this could account for the lower number of retail industries reported by EDD. Secondly, in obtaining a business license, if an industry has two functions, such as manufacturing and wholesaling, a determination is made as to the primary function of the industry, and one business license is issued corresponding with the primary use.

Table 4-3
INDUSTRIES LOCATED WITHIN LAGUNA BEACH

<u>Industry</u>	<u>1970</u>	<u>1978</u>	<u>% Change from 1970-78</u>
<u>Total All Industries</u>	<u>440</u>	<u>554</u>	<u>+ 25.9</u>
Agriculture	6	0	-100.0
Mining	0	0	
Construction	27	47	+ 74.1
Manufacturing	19	32	+ 68.4
- Nondurable goods	10	17	+ 70.0
Food			
Textiles/apparel			
Paper/printing			
Chemicals/petroleum			
Rubber/plastics/leather			
- Durable Goods	9	15	+ 66.7
Lumber/furniture			
Stone/clay/glass			
Primary and fabricated metals			
Nonelectrical machinery			
Electrical machinery			
Transportation equipment			
Instruments			
Transportation/public utilities	13	11	- 15.4
Trade	184	234	+ 27.2
Wholesale			
Retail			
Finance/insurance/real estate	41	45	+ 9.8
Services	129	167	+ 29.5
Government	16	17	+ 6.3
Federal			
State and local			

Source: Employment Development Department

City Revenues and Expenditures

An important aspect of the City's economy is its revenue sources and expenditures. A review of the City's total revenues for the past five fiscal years indicates a 55.4% increase in revenues between 1977-1981 (refer to Table 4-5). Although this may appear to be a significant increase over five years, it is not as significant when consideration is given to the high inflation rate experienced during this period. The Consumer Price Index for the Los Angeles County and Orange County region increased 52.5% between 1977-1981.

Property taxes in Laguna Beach represent the largest percentage of the City's total revenue, ranging from 32.5% of 1977 revenues to 20.5% of the 1981 revenues. The largest single percentage of revenues for 1979 and 1980 fell within the category of "other agencies", (this includes: alcoholic beverage license fee, gasoline tax, property tax relief, cigarette tax, state grants, county grants, federal revenue sharing and other federal grants). In 1978-79 this category represented 28% of that year's total revenue. In 1979-80, "other agencies" revenue represented 24.8% of the City's revenue. Nearly 50% of this revenue (1978-80) was obtained from Federal grants. A large portion of these funds came in the form of Federal Disaster Relief directly related to the Bluebird Canyon and Del Mar landslides occurring in 1978 and 1980.

The most dramatic revenue increase occurred between fiscal year 1979 and 1980 under the category of "use of money and property", (this includes investment earnings, and rents and concessions). This category experienced an increase of 117% between 1979 and 1980, with the majority of this increase occurring from investment earnings. This is likely to change due to declining interest rates.

The City's revenues are directly related to its expenditures. Over the past five years, Laguna Beach has spent an average 92% of its total revenues. These expenditures are divided into five basic categories; general government, public safety, public works, parks/recreation, and contributions to other government funds and units. The expenditures listed on Table 4-5 reflect past balancing of revenues and City needs between 1977 and 1981. A review of the expenditures for this time period indicates that the greatest percentage of expenditures occurred within the categories of public works and public safety. The combined total of these two categories represented nearly 60% of the total expenditures for each of the five years, with the exception of 1979, in which public works and public safety represented 46% of the total expenditures.

Table 4-4

REVENUE SOURCES : FISCAL YEARS 1976-77 THROUGH 1980-81

CITY OF LAGUNA BEACH

Revenue Source	FY 1976-1977		FY 1977-1978		FY 1978-1979		FY 1979-1980		FY 1980-1981	
	% of Total	Dollar Amount	% of Total	Dollar Amount	% of Total	Dollar Amount	% of Total	Dollar Amount	% of Total	Dollar Amount
Property Tax	32.5%	2,121,163	29.7%	2,474,978	10.6%	1,096,356	17.8%	1,877,207	20.5%	2,078,898
Sales & Use Tax	11.9%	773,979	10.7%	888,178	10.2%	1,061,185	10.5%	1,113,261	11.6%	1,177,498
Other Tax	10.7%	696,677	9.9%	826,604	10.2%	1,053,187	9.8%	1,032,113	11.8%	1,198,664
License & Permits	6.7%	438,537	6.9%	572,143	5.6%	583,214	5.2%	549,982	6.1%	622,553
Fines & Penalties	3.2%	209,349	3.3%	273,880	2.4%	244,548	3.5%	365,781	3.8%	384,490
Use of Money & Property	4.3%	282,414	4.1%	343,985	4.8%	499,604	10.3%	1,085,336	13.0%	1,317,460
Other Agencies	13.4%	871,956	15.1%	1,253,697	28.0%	2,900,536	24.8%	2,616,185	12.9%	1,310,003
Charge for Current Services	16.5%	1,074,907	18.6%	1,552,707	16.7%	1,726,687	17.1%	1,802,249	19.3%	1,962,652
Other Revenue	93%	60,674	1.7%	142,375	11.5%	1,188,056	1.1%	117,981	.95%	96,050
TOTAL REVENUE		<u>6,529,656</u>		<u>8,328,547</u>		<u>10,353,373</u>		<u>10,560,095</u>		<u>10,148,268</u>

Data Source: City Records
Annual Reports of Financial Transactions,
Fiscal Years Ended 1977-1981

Table 4-5

EXPENDITURES : FISCAL YEARS 1976-77 THROUGH 1980-81

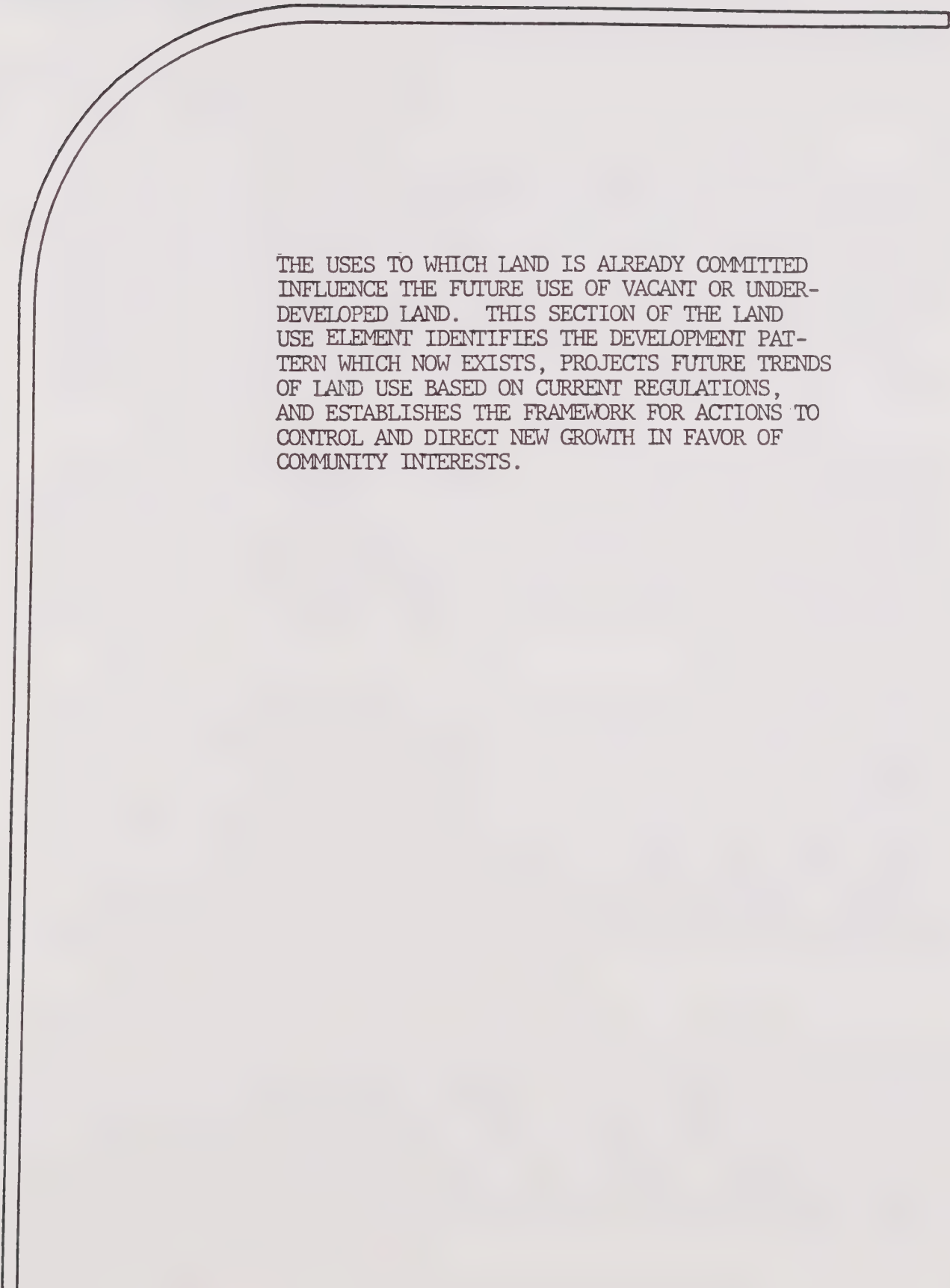
CITY OF LAGUNA BEACH

Expenditure Category	<u>1976 - 1977</u>		<u>1977 - 1978</u>		<u>1978 - 1979</u>		<u>1979 - 1980</u>		<u>1980 - 1981</u>	
	<u>% of Total Spending</u>	<u>Dollar Amount</u>	<u>% of Total Spending</u>	<u>Dollar Amount</u>	<u>% of Total Spending</u>	<u>Dollar Amount</u>	<u>% of Total Spending</u>	<u>Dollar Amount</u>	<u>% of Total Spending</u>	<u>Dollar Amount</u>
General Government	17.8%	1,053,453	21.2%	1,582,008	11.5%	1,168,837	23.8%	2,180,101	24.7%	2,457,013
Public Safety	36.9%	2,187,691	32.6%	2,430,997	23.1%	2,357,094	30.5%	2,788,149	30.3%	3,018,740
Public Works	25.3%	1,503,571	29.8%	2,223,161	23.0%	2,345,909	32.4%	2,963,682	30.2%	3,006,656
Parks/Recreation	19.7%	1,169,937	14.8%	1,104,420	26.6%	2,707,175	13.3%	1,219,926	14.7%	1,464,379
Contributions to Other Government Funds and Units	.3%	20,000	1.5%	110,984						
Other					15.8%*	1,615,116				
TOTAL EXPENDITURES		<u>5,934,652</u>		<u>7,451,570</u>		<u>10,194,131</u>		<u>9,151,858</u>		<u>9,946,788</u>

Data Source: City Records
Annual Report of Financial Transactions
Fiscal Years Ended 1977-1981

* City funds expended in connection with the
Bluebird Canyon Landslide.

EXISTING LAND USE



THE USES TO WHICH LAND IS ALREADY COMMITTED INFLUENCE THE FUTURE USE OF VACANT OR UNDER-DEVELOPED LAND. THIS SECTION OF THE LAND USE ELEMENT IDENTIFIES THE DEVELOPMENT PATTERN WHICH NOW EXISTS, PROJECTS FUTURE TRENDS OF LAND USE BASED ON CURRENT REGULATIONS, AND ESTABLISHES THE FRAMEWORK FOR ACTIONS TO CONTROL AND DIRECT NEW GROWTH IN FAVOR OF COMMUNITY INTERESTS.

Section 5: Existing Land Use

Residential Development

A. Historical Perspective

The majority of early subdivision activity within Laguna Beach occurred between 1887 and 1925. Generally these first subdivisions encompassed the central portion of the City - the flatter coastal plain region - and later extended to the southern and northern sections of town. Eventually development activity spread to less compatible terrain along the hillsides of the community. Several of these early subdivisions were recorded with the County of Los Angeles prior to incorporation of these lands in either Orange County or the City of Laguna Beach.

As a result of less restrictive subdivision requirements in effect during these early years, a number of development problems were created, many of which still exist today. A representative sample of the type of problems can be found in the Arch Beach Heights and Diamond/Crestview subdivisions, which have substandard lots, access constraints, and environmental hazards. Many of these subdivided lots remain unbuildable due to conflicts with existing development standards.

Residential development first occurred on the bluffs just above Main Beach Park and in the downtown basin where the land was relatively level and accessible to existing roads. Much of this early development was intended for summer usage. As a result, housing was constructed in a number of secluded areas throughout the City removed from the main activity of the town and dispersed throughout the community. While many homes built in the southern end of the City were originally intended as beach cottages for seasonal occupancy, north Laguna attracted more year-round residents, due to more favorable access and proximity to the developing community center of the City.

B. Existing Conditions

Within the last decade, Laguna Beach has experienced substantial residential growth. According to building permit records, between 1970 and 1980 the City issued 1,146 building permits, authorizing the construction of 1,330 new housing units, or 14.9% of the City's total housing stock, (estimated at 8,909 units). Single family dwellings accounted for 81% of this construction, or 1,084 units.

This residential growth has been dispersed throughout the City, with virtually every neighborhood experiencing additional development (refer to Table 5-1 and Map 5-1). For example, Bluebird Canyon, Portafina and Mystic Hills neighborhoods each experienced similar growth between 1970 and 1980, with approximately 90 building permits for single family dwellings issued in each area. The majority of new growth, however, occurred in Arch Beach Heights, where nearly 400 permits for single family dwellings were issued between 1970 and June of 1978, when the City imposed a development moratorium on the neighborhood due to inadequate fire protection. The majority of multiple family development occurred in north Laguna, where the largest concentration of multi-family zoning in the City appears, allowing for a mixture of duplex development and more intensive multiple-family uses.

C. Future Growth Potential

Historically, residential development in the City has been guided by the physical conditions of property such as slope and topography. The majority of property in the City most physically conducive to development has already been subdivided and developed. The remaining unsubdivided vacant lands, by comparison, are less compatible for development and frequently involve physical constraints such as geologic hazards and/or significant environmental problems.

As the population in Laguna Beach continues to increase and new housing units are constructed, the supply of land available for development will decrease proportionately, thereby limiting future development opportunities. It is estimated that future residential development in the City will be derived from three principle sources: existing vacant legal parcels in the non-hillside areas; land recycling where under-utilized land is redeveloped to more intensive residential uses; and new subdivision activity within the City's vacant hillside lands. Of these possibilities, the City's vacant subdivided building sites and the redevelopment of existing improved parcels to more intensive uses represents the greatest potential source of new housing units. Development of these subdivided parcels, which maintain legal building status will affect the supply and demand for housing, impose additional burden on the City's infrastructure and services, and will invariably change the physical character of the community (by adding additional population and diminishing the City's supply of open space lands).

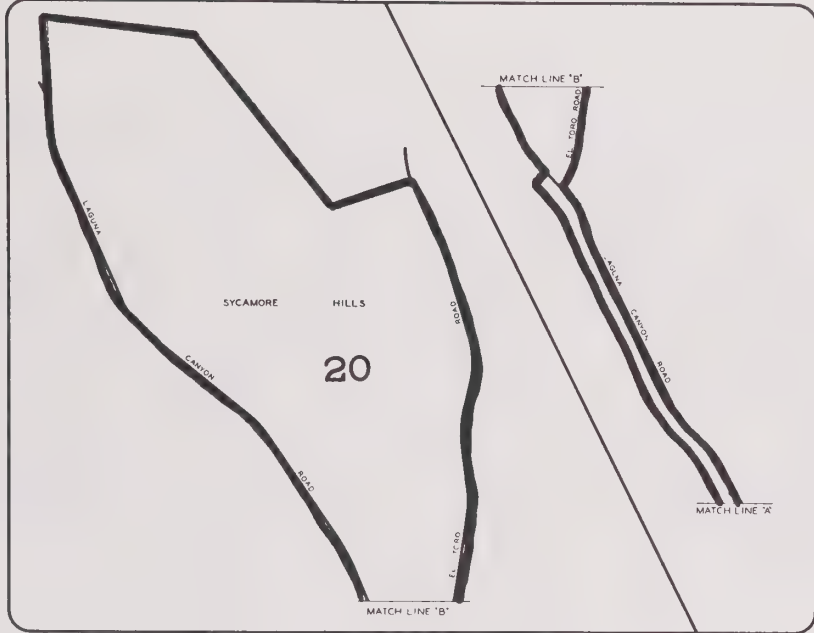
Table 5-1

RESIDENTIAL BUILDING PERMITS (1970-1980)

CITY OF LAGUNA BEACH

<u>MAP INDEX NO.</u>	<u>SINGLE FAMILY (NEW CONSTRUCTION)</u>	<u>SINGLE FAMILY (DEMOLITIONS)</u>	<u>MULTI-FAMILY (NEW CONSTRUCTION)</u>	<u>MULTI-FAMILY (DEMOLITIONS)</u>
1	9	0	0	0
2	27	2	2	0
3	2	3	20	6
4	69	12	84	2
5	4	12	0	16
6	67	14	39	0
7	0	5	26	2
8	12	3	15	0
9	21	7	0	0
10	15	0	0	0
11	94	0	0	0
12	65	1	3	0
13	398	0	0	0
14	23	0	0	0
15	99	1	0	0
16	68	0	0	0
17	86	0	0	0
18	47	0	0	0
19	2	2	0	0
20	4	12	0	0

Source: Department of Community Development



MAP 5-1

Distribution
Of Residential Growth
1970 - 1980

(Refer to Table 5-1)

0 400 800 800
BASE MAP REVISED 4/1981
DEPT. OF COMMUNITY DEVELOPMENT & PLANNING DIVISION

City of Laguna Beach

An evaluation of residential growth potential was conducted by the City in 1981. Only development of existing legal lots was considered and future subdivision of property was disregarded. The permitted uses of each of the City's zoning categories were analyzed to determine the eligibility and minimum design standards of residential development within each zone. The evaluation considered only development potential of vacant parcels which satisfied the City's definition of legal building sites, as well as under-developed parcels. Table 5-2 and the accompanying map (5-2) depict the results of this analysis. A summary and explanation of this data is presented below.

R-1 Residential Low Density Zone: The largest concentration of potential new units under R-1 zoning occurs in the Arch Beach Heights and Portafina neighborhoods, although new building opportunities are apparent throughout the City. Currently, 517 vacant lots are zoned for single family development. The total growth potential of R-1 zoned property, however, is 813 units. This is because many houses cross common lot lines, creating effectively one lot. In the event of redevelopment, such lots would revert to two legitimate building sites.

R-2 Residential Medium Density Zone: The remaining vacant lots in the City (76) are generally less than 4,000 square feet in area, and therefore could yield only one residential unit despite the "duplex" zoning (i.e., the zoning code allows only one unit per 2,000 sq. ft. of lot area). Nevertheless, a large percentage of property zoned for duplex development is currently under-utilized, supporting just one unit on parcels larger than 4,000 sq. ft. Maximum development of under-utilized properties, along with buildout of existing vacant parcels, could provide 431 new units within the R-2 Zone.

R-3 Residential High Density Zone: Much like development opportunities in the R-2 Zone, the majority of new residential units in the R-3 Zone will consist of expanding development opportunities on existing under-utilized lots, inasmuch as only 13 vacant lots are currently zoned R-3. The total yield potential of all R-3 properties is 147 units.

C-.5, C-1 and C-2 Commercial Zones: Currently, the Municipal Code permits residential development in commercial zones at densities of one unit for each 1,000 square feet of lot area in the C-2 and C-.5 Zones, and one unit per 2,000 square feet of lot area in the C-1 Zone. Using these development parameters, a total of 1,365 residential units could be constructed in the commercial zones by conversion of or addition to established businesses.

Table 5-2

RESIDENTIAL GROWTH POTENTIAL
CITY OF LAGUNA BEACH

<u>Map Index No.</u>	<u>Neighborhood</u>	<u>R-1</u>	<u>R-2</u>	<u>R-3</u>	<u>C-.5</u>	<u>C-1</u>	<u>C-2</u>	<u>Total</u>
1)	Arch Beach Heights	175						175
2)	Bluebird Canyon	81(81/81)						81 (81/81)
3)	Canyon Acres	9 (9/9)						9 (9/9)
4)	Central Business District			17		38 (6/14)	695 (3/5)	750 (9/19)
5)	Diamond/Crestview	73 (62/62)						73 (62/62)
6)	Irvine Cove	3 (2/2)						3 (2/2)
7)	Laguna Canyon Road							0
8)	Mystic Hills	67 (66/66)	15 (6/6)	25 (5/9)				107 (77/81)
9)	North Laguna	58 (20/20)	152 (15/15)	43 (2/4)	187 (11/24)			440 (48/63)
10)	Portafina	180 (158/158)	24 (23/24)	1 (1/1)	15 (1/2)			220 (183/185)
11)	South Laguna	24 (14/14)	188 (27/27)	35 (3/3)	212	212	50	610(46/51)
12)	Temple Hills	53 (44/44)						53 (44/44)
13)	Top of the World	12 (12/12)						12 (12/12)
14)	Woods Cove	<u>78 (49/49)</u>	<u>52 (5/5)</u>	<u>26 (2/6)</u>		<u>67</u>		<u>223 (56/60)</u>
	Total	813 (517/517)	431 (76/77)	147 (13/23)	101 (2/7)	519 (18/40)	745 (3/5)	2756 (629/669)

Total potential housing units (vacant lots/unit potential of vacant lots)

Source: Department of Community Development

In conclusion, the evaluation revealed that a total of 2,756 new residential units could be constructed in the City without additional subdivision approvals. This figure, however, does not represent the "probable" development potential, since it assumes conditions of maximum buildout, including intensification of residential uses in established commercial districts and redevelopment of under-utilized property. More realistically, the City's residential growth potential may range between 600-900 units, which represents the residential unit potential of the City's vacant legal building sites, and assumes additional development on lots that are currently under-utilized and could support additional housing units. This development would yield a population increase between 1320-1980, assuming 2.2 persons per household as recorded in the 1970 and 1980 U.S. Census.

Commercial Development

A. Central Business District

The Laguna Beach Central Business District (CBD) emerged as the City's first community focal point. Today, this area represents the commercial, as well as the physical, economic and social center of the community. The CBD encompasses some 33 acres of land situated in the downtown basin of the community, generally delineated by Pacific Coast Highway on the south, Broadway to the west, Third Street to the north and Legion Street to the east. Existing land use is characterized by a broad range of commercial-related services, including visitor-serving uses such as restaurants, art galleries, custom boutiques, and local retail establishments catering to the needs of the resident population. In addition, the CBD supports an increasing amount of office/professional uses and financial buildings. Only a few parcels support light industrial or residential uses, and these appear predominantly on the west side of Ocean Avenue, north of Beach Street, near the City's public transportation center. The heterogeneous pattern of land use in the Central Business District has attracted a rich diversity of people and community interests to this area, adding to the vitality and ambiance of this important center of the City.

B. Commercial Facilities.

Laguna Beach offers a relatively large number of commercial facilities when compared to the City's resident population and available land supply. These facilities have generally developed along a linear pattern dictated in large part by proximity to the Pacific Ocean and accessibility from Pacific Coast Highway. These facilities are interspersed along the length of that roadway without excessive

concentrations in any one area, providing shared commercial services to short-term visitors and permanent residents alike.

Nearly 75% of property situated adjacent to Coast Highway is currently zoned and utilized for commercial-serving facilities. The City's reputation as a popular coastal-resort community has influenced the nature of commercial services (visitor-oriented) producing a high per capita ratio of such facilities. For example, in October 1980, the City recorded a total of 421 business permits for retail sales. Approximately 75% of these businesses feature tourist-oriented services such as restaurants (47), antique shops (22), art galleries (45), custom jewelry stores (26) and specialty shops (130). Additionally, the City provides approximately 22 motel/hotel facilities totaling 800 rooms.

There is, however, a shortage of suitable vacant land for additional visitor-serving facilities. Only a few single parcels remain vacant and these have limited potential for viable visitor-serving uses due to the size and configuration of property, topographic constraints and access problems. Exceptions to this circumstance are found at the Central Bluffs, a predominantly undeveloped 2.5 acre blufftop area situated between Laguna Avenue and Sleepy Hollow Lane; in certain areas along Glenneyre Street and the central business district; and adjacent to Laguna Canyon Road, where several large vacant parcels exist. This reinforces the need to preserve the City's existing supply of such facilities. The stock of commercial facilities may also be expanded by rehabilitating and/or converting older nonconforming residential structures and dilapidated commercial buildings to modern visitor-serving facilities.

C. Neighborhood Commercial Facilities

Traditionally, resident shopping needs have been interspersed with visitor-serving facilities and other miscellaneous land uses, creating problems of access and convenience, and land use inefficiencies, with residents and visitors competing for limited parking opportunities. The City lacks sufficient commercial vacant land to centralize or integrate these services.

In recent years, however, several small-scale neighborhood oriented commercial areas have emerged. An example of this is the gradual transition in certain areas of the City, like Glenneyre Street, where many small neighborhood businesses and professional offices have appeared. Historically, this area supported a mixture of single-family and multi-family development, but with increasing traffic and noise on Glenneyre Street and its direct and convenient proximity to surrounding residential development, many residences have been converted to business establishments.

This concept has been supported by changes in zoning from residential to commercial use. Other sections of the City have also experienced a similar but more gradual transition, including the northern portion of the Central Business District and several blocks along North Coast Highway.

D. Mixed Commercial and Residential Uses

Laguna Beach has traditionally maintained a high percentage of specialty shops, particularly arts and crafts. These shops are interspersed among the City's commercial zones and many are attached to small studio apartments or other living quarters, where the shop owner or caretaker resides. The integration of residential and commercial uses provides a cost-efficient lifestyle for these people and promotes the vitality of the City's commercial areas by encouraging a more active streetscape after normal working hours. This type of housing has also proven attractive to senior citizens, due to reduced housing costs and excellent proximity to needed commercial services.

Industrial Development

The industrial section of the City is confined to Laguna Canyon, where approximately 65 acres of land are zoned for this purpose and limited commercial activities. Industrial uses are generally light in nature, in keeping with the scale and intensity of development elsewhere in the community. This area of the City includes many nonconforming residential and commercial uses which were constructed prior to the industrial zoning. Thus, some conflicts in land use persist today. Industrial uses include an assortment of activities such as auto repair garages, food processing and packaging, electronics and art studios. The architectural and aesthetic appearance of new development along Laguna Canyon is particularly important, given its proximity to the Central Business District and entranceway to the community.

Public Recreational Lands

The City has a considerable diversity of public recreational opportunities for both visitors and permanent residents. Although many facilities are shared between these user groups, certain recreational facilities are more popular with the tourist population, such as ocean front parks and beaches. The City currently has five ocean front parks, totaling approximately 14.7 acres: Main Beach Park (2.64 acres), Heisler Park (11.02 acres), Crescent Bay Park (0.80 acres), Oak Street Viewpoint (0.15 acres), and Ruby Street Viewpoint (0.11 acres). In addition, the City's 4.2 miles of coastline provide excellent beach recreational opportunities with public access to nearly 47 acres of sandy beach. These areas, combined with the City's ocean front parks, provide approximately 67 acres of recreational opportunities to visitors and residents alike. This figure also includes Hortense Miller Gardens (2.50 acres) and the Irvine Bowl (2.80 acres).

Community recreational needs are further supplemented by six neighborhood parks, totaling 7.3 acres and outdoor recreational facilities provided by the Laguna Beach Unified School District (25 acres). Combined with public beaches, total public recreational acreage in Laguna Beach is approximately 99 acres. Collectively, these recreational facilities represent a park-to-population ratio of 5:37 acres/1000 population.

Recreational opportunities in Laguna Beach have traditionally played a significant regional role. The demand for these facilities, however, is expected to be supplemented by the development of large scale regional parks currently planned in areas surrounding the community. Within the immediate vicinity of the City of Laguna Beach, approximately 9,650 acres are being proposed by the State and County as park, recreation and open space. These areas will provide various recreational opportunities, including picnicking, hiking, camping and bicycle and horseback riding. Northwest of the City is the Crystal Cove-Morro Canyon State Park, which will include 2,791 ocean front and canyon acres. An additional 2,650 acres between the state park and the Laguna Beach City boundary is proposed as dedication land to be managed by the County of Orange and kept as permanent open space. The area to the northeast of the dedication land has been designated by the County as the Laguna/laurel Canyon Regional Park. This park will provide a 600+ acre link between the open spaces to the west and east. Southeast of the Laguna/Laurel Canyon Park are 3,616 acres proposed as recreation/open space in the Aliso Creek Planning Unit.

It should be noted that the Sycamore Hills area is intended as a major recreation/open space resource. Additional planning is needed to refine uses in the area; however, further planning cannot take place until the disposition of the San Joaquin Hills Transportation Corridor and the County Regional Park is determined.

ISSUE STATEMENTS & POLICIES

THE FIRST FIVE SECTIONS OF THIS ELEMENT DESCRIBE THE CURRENT AND PROJECTED CHARACTERISTICS OF THE CITY. THESE PROJECTIONS RAISE A NUMBER OF ISSUES THAT ARE ADDRESSED BY THE LAND USE POLICIES ESTABLISHED IN THIS SECTION. ADDITIONAL ISSUES AND POLICIES HAVE BEEN INCLUDED AS A RESULT OF THE GENERAL PLAN CITIZEN PARTICIPATION PROGRAM. THESE POLICIES ARE OF CENTRAL IMPORTANCE BECAUSE, IN ADDITION TO REPRESENTING THE GOALS AND PRIORITIES OF THE COMMUNITY, THEY FUNCTION AS REGULATIONS BY WHICH DEVELOPMENT PROJECTS WILL BE MEASURED. ZONE CHANGES AND SUBDIVISION MAPS, FOR EXAMPLE, CANNOT BE APPROVED UNLESS THEY ARE CONSISTENT WITH THE POLICIES IN THIS SECTION AND MAP DESIGNATIONS THAT FOLLOW.

Section 6: Issue Statements & Policies

TOPIC 1: SPECIFIC PLANS

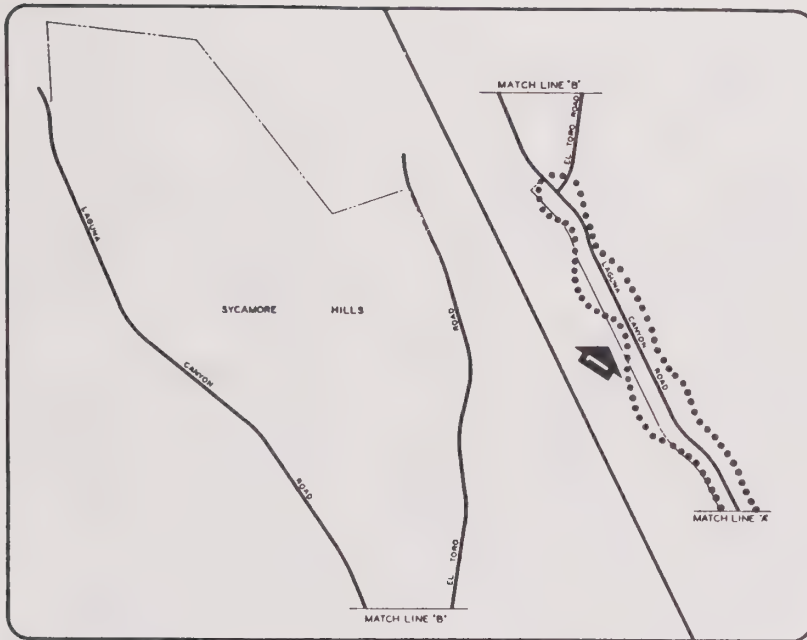
Background: Residential development in Laguna Beach is characterized by strong neighborhood identity and character. Approximately 40 neighborhood associations are presently represented in the City and many of these have remained politically active in City government. The independent nature of these neighborhoods is largely attributed to the diverse topographic features of the City which have physically divided the community into distinct geographic areas. They sometimes support individual watersheds and drainage systems, unique traffic and circulation patterns, variable topographic relief, and diversity in the scale, density and appearance of development. The heterogeneous composition of these areas produces unusual problems and the need for special planning solutions.

Issue Identification and Analysis: Due to the absence of uniformity in the physical characteristics of these areas, the application of standard development provisions and policies is frequently ineffective in meeting neighborhood or community goals. The specific plan is often a more effective tool, since it establishes goals and policies in conformance with neighborhood and community interests, and includes an implementation program to ensure proper execution of the plan.

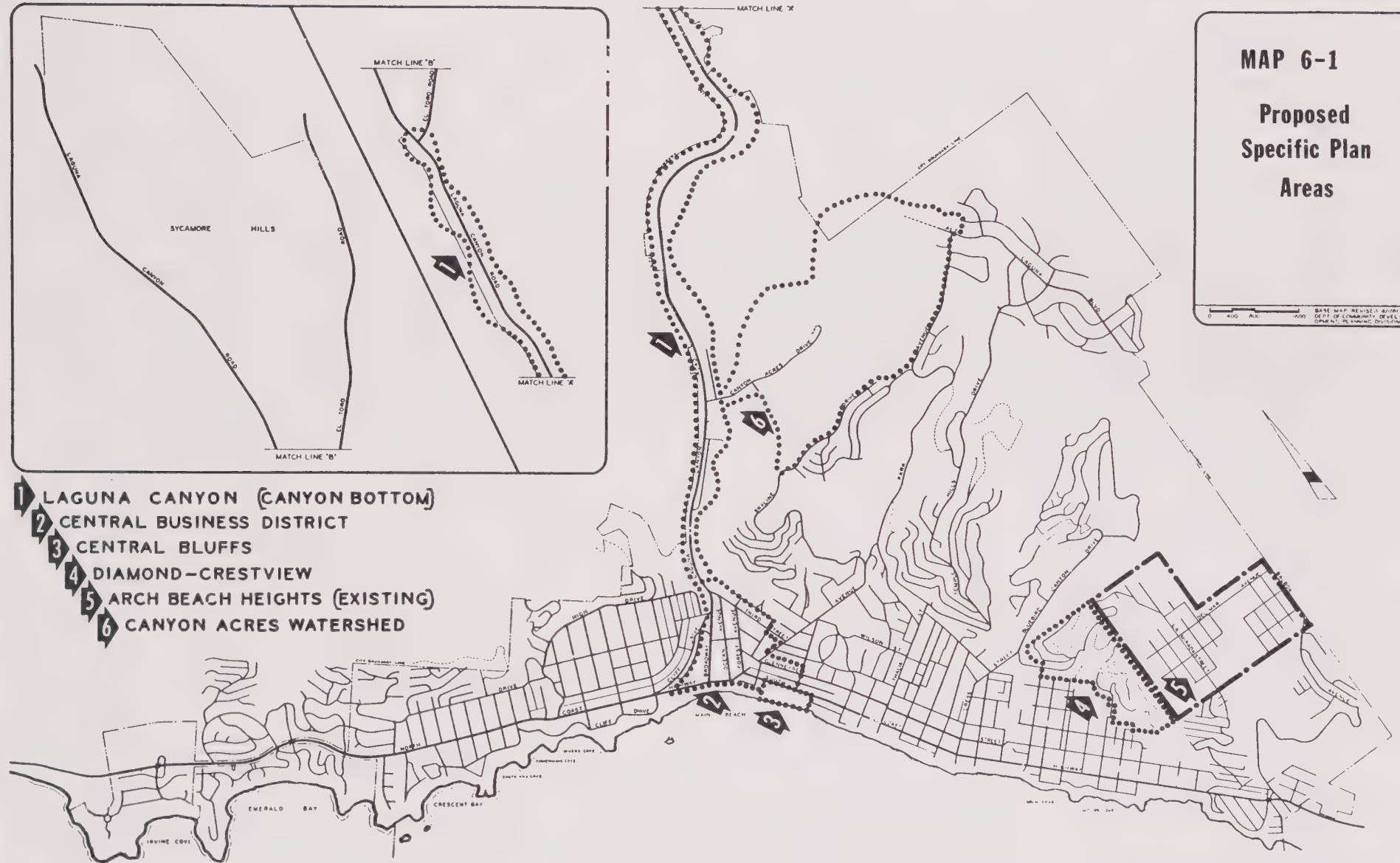
In Laguna Beach, several neighborhoods and other more confined geographic areas have historically experienced unique development problems and/or maintain special attributes which require specific planning efforts. These neighborhoods are described below and identified on Map 6-1.

Central Business District - The Laguna Beach Central Business District represents the commercial, economic and social center of the community. The CBD is physically separated from other regions of the City by steep topography on the Pacific shoreline. The physical isolation of the area enhances its identity and function as the community focal point.

The CBD has historically supported numerous government buildings and an assortment of financial institutions. In addition, this area is characterized by a broad range of commercial-related services and local retail establishments. Many older residential and small commercial facilities have been redeveloped for office/professional uses.



- 1 LAGUNA CANYON (CANYON BOTTOM)
- 2 CENTRAL BUSINESS DISTRICT
- 3 CENTRAL BLUFFS
- 4 DIAMOND-CRESTVIEW
- 5 ARCH BEACH HEIGHTS (EXISTING)
- 6 CANYON ACRES WATERSHED



MAP 6-1

**Proposed
Specific Plan
Areas**

BASE MAP REVISED 4/2001
DATE OF EXPIRATION OF WELL
CITY OF LAGUNA BEACH, CALIFORNIA

City of Laguna Beach

The historic evolution of the downtown basin has created a diversified land use pattern that differs considerably in the age, size and architectural style of buildings. Over the years, a gradual transition in land use has occurred whereby older nonconforming commercial buildings and residential dwellings have been recycled or replaced with modern facilities. Due to the absence of design criteria and an overall development plan for this area, the City has not developed consistent design standards to preserve the unique identity of the CBD. Furthermore, the small lots and fragmented ownership in parts of the CBD have inhibited redevelopment opportunities and design creativity.

Central Bluffs - Located on the south side of South Coast Highway between Laguna Avenue and Sleepy Hollow Lane, the Central Bluffs occupy 2.5 acres of oceanfront property situated within walking distance of the city's central business district. The area is comprised of 20 lots under seven separate ownerships, and currently supports a mixture of development, including older single family residences and small commercial/professional uses. Five properties, comprising approximately 29,000 square feet in area, remain vacant. Although the city's general plan and zoning designate the Central Bluffs for commercial development, the majority of existing development assumes nonconforming status, supporting structures in marginal condition. The property is generally under-utilized in comparison with adjacent blufftop properties, and represents excellent development potential as a major visitor-serving facility.

Laguna Canyon - Only narrow portions of Laguna Canyon along Laguna Canyon Road are within the City's jurisdiction. This canyon area serves as a major gateway to the City and as a linkage between the Pacific coastline and the interior region. It supports a broad mix of land uses, including a large concentration of industrial uses intermixed with older nonconforming residential uses and retail commercial businesses. The abundance of vacant land and under-utilized property within the canyon has produced strong development pressures from land owners. Continued growth in the canyon, however, may create new problems and/or exacerbate existing problems related to traffic and circulation, drainage, land use and aesthetics.

The multi-jurisdictional responsibility in land use shared between the City and County places particular need for inter-governmental coordination and collaboration in comprehensive planning efforts.

Canyon Acres - This neighborhood, which includes approximately 100 building sites, is situated on the east side of Laguna Canyon, approximately .5 miles from the City's central business district. The neighborhood consists of a

mixture of residential, commercial and light industrial uses, with the major use being older single-family dwellings. A draft specific plan was prepared for this area in 1977 that encompassed both the developed portion of the neighborhood and the surrounding vacant hillside land within the Canyon Acres watershed -- a total of 400 acres. This plan was never adopted, however.

The Canyon Acres neighborhood contains a variety of special problems related to the location and density of new development (particularly on Arroyo Drive): these include impaired access from Canyon Acres Drive which is the area's single access point, and various natural hazards such as unstable soils, wildland fire potential and hydrologic constraints. Despite these problems, the neighborhood has some new growth potential and redevelopment opportunities.

Diamond/Crestview - This largely undeveloped residential neighborhood consists of approximately 200 subdivided lots (most of which remain vacant) in the southern area of the City, between Arch Beach Heights and Bluebird Canyon. The neighborhood is characterized by relatively small parcels (generally under 10,000 square feet), a diversified land ownership pattern, and variable topography ranging in slope between five and forty percent. The neighborhood supports many natural features including natural watercourses and riparian habitats, prominent rock outcroppings, scenic vistas and isolated unstable soils. In addition to environmental hazards, residential development in the neighborhood is also constrained by substandard street access (unimproved and narrow roadways) and inadequate emergency circulation.

Arch Beach Heights - Although an existing specific plan regulates development for legal building sites with improved access, this plan does not provide standards or policies with regard to street extensions or the development potential of subdivided but landlocked parcels. The original subdivision of this neighborhood in 1920 created some 1800 parcels, divided by a conventional grid system, with lots measuring approximately 2500 square feet. This early subdivision, however, generally disregarded the area's topographic conditions: approximately 50 percent of the neighborhood is developed on comparatively level land, while many vacant subdivided lots are situated in inaccessible canyon bottoms and along steep hillsides. The remaining parcels, by comparison, are less suitable for development, due to steep slopes, access constraints and substandard neighborhood circulation.

Other Special Planning Needs - In addition to the plans described above, several neighborhoods exhibit less complicated special planning requirements, where a specific plan

could be an effective planning tool. - These areas include Victoria Beach, Woods Cove, Temple Hills and Bluebird Canyon.

Policies

- 1-A Establish specific plans for those areas in Laguna Beach exhibiting unique physical characteristics and circumstances which preclude the use of existing zoning regulations.
- 1-B Establish a specific plan for the following areas in order of priority:
 - Central Business District
 - Central Bluffs
 - Diamond/Crestview
 - Canyon Acres
 - Laguna Canyon Road
- 1-C Encourage community participation from neighborhood associations, civic groups and other special interest groups affected by the specific plans.

TOPIC 2: COMMUNITY FACILITIES AND CAPITAL IMPROVEMENTS

Background: Publicly owned facilities such as roads, streets, water and sewer facilities, public buildings and parks, play a major role in shaping communities. Capital facilities, such as water and sewer lines and transportation systems, largely influence the location, intensity and timing of future development.

In recognizing the interdependency between growth and capital facilities, the Government Code requires each local government agency to annually submit to the local planning agency (Planning Commission) a list of capital projects either planned or intended for construction during that year. The planning agency must review these projects for conformity to the general plan. This procedure ensures a proper balance between projected growth and infrastructure need.

In contrast to the year by year evaluation of capital projects, many communities have chosen to develop more comprehensive and long-term capital improvement programs (CIP's), generally covering a five to ten year period. These "master plans" may be prepared for sewer, water or drainage facilities, street and road

improvements, street lights, parks, police and fire facilities, and other public buildings. Capital Improvement Programs typically indicate the location, size, time of availability, means of financing, and operation costs of all planned facilities.

Issue Identification and Analysis: In relatively undeveloped rural communities, the timing and sizing of public facilities is especially important as a mean of directing new development and ensuring cost-efficient delivery of these services. In more developed urban areas like Laguna Beach where infrastructure systems are largely in place, public facilities assume a less important role in terms of shaping the environment.

Since the majority of new development opportunities in Laguna Beach will consist of infilling or redevelopment within established urban areas, the City's capital improvement program will continue to focus on maintaining the operating efficiency of existing infrastructure. This will include normal maintenance, repair and replacement of older facilities and in some cases increasing the size of other facilities to accommodate greater capacity due to continuing growth. In contrast, a number of new drainage improvements are planned as part of the recently adopted Master Plan of Drainage. This plan, like most capital improvement programs, describes all desired projects, estimates the priority and cost for each project, and formulates a general schedule for construction and financing based upon forecasts of future revenues and expenditure capabilities. Public facilities planned in this manner facilitate sound fiscal management, and can help shape and time growth according to adopted community policies.

Policies

- | | |
|-----|---|
| 2-A | Coordinate the planning and construction of capital improvements with planned land uses. |
| 2-B | Prior to constructing new community facilities, consider maintenance and operating costs and staffing requirements of those facilities. |
| 2-C | Avoid extending community facilities to sensitive lands when surplus capacities could encourage new development detrimental to those areas. |
| 2-D | Pursue funding for projects to correct existing deficiencies in community facility systems. |

- 2-E Evaluate City-owned land to determine its ultimate disposition.
- 2-F Monitor inter- and intra-City public transportation to ensure continuing efficiency of service.
- 2-G To enhance and increase public access, the City shall study the Pacific Coast Highway corridor, Laguna Canyon Road and the downtown area for parking and transit opportunities.
- 2-H The City shall pursue construction of additional parking structures serving the downtown area as part of a comprehensive traffic management plan.
- 2-I The City shall pursue funding for planning and development of a peripheral parking program to increase access to its beaches.
- 2-J When approving changes in intensity of land uses in the CBD, the City shall preserve all existing parking by assuring replacement on a one-for-one basis.
- 2-K New development shall provide adequate on-site parking for all demands created by the development. In areas designated as CBD in the Land Use Plan (LUP), parking requirements may be met (1) off-site if located within walking distance, and if parking is subject to provisions, such as covenants running with the land, to permanently maintain such parking for the full life of the use served; (2) through joint use, if located within walking distance, if there is no conflict in the hours of use (e.g., nighttime, daytime, weekends, weekdays) and such joint use is assured for the life of the uses served; or (3) through contributions to an established fee program, provided funds go to an account specifically earmarked for providing additional parking in the CBD and Tourist/Commercial Corridor, as well as in peripheral areas and for necessary improvements in the existing transit system to serve peripheral parking areas.
- 2-L The City shall continue to manage and enforce a comprehensive parking program for the summer festival season.
- 2-M The City should continue to allocate funds for traffic and circulation improvements in connection with the annual Capital Improvement Program.

- 2-N The City shall increase its standards for parking in new development to reflect the actual parking needs of the development and to assure that parking needs generated by the new development will not usurp on-street visitor parking.
- 2-0 Proposals for any major road improvements or alterations on major public works projects in Laguna Canyon must contain sufficient information on environmental impacts and on design and construction alternatives to enable the City to evaluate the proposal for conformance with all applicable LUP policies. Any such project shall be the least environmentally damaging alternative and shall be approved only if sized, sited, and designed in a manner that will not degrade affected environmentally sensitive areas, scenic resources, significant natural landforms, parks or recreation areas.

TOPIC 3: HAZARD PLANNING

Background: Hazard and risk evaluation is important in determining the appropriateness of land use changes, especially in the steep hillsides, rugged canyons and varied terrain of Laguna Beach. These topographic features accentuate geologic, hydrologic and fire hazards and require thorough evaluation and analysis as a part of the land use planning process. In Laguna Beach and elsewhere, experience has shown that a failure to adequately investigate and mitigate these hazards can result in loss of homes and public facilities. Although it must be recognized that there is no environment free of hazards and risks, particularly in seismically active Southern California, the City can take reasonable and prudent precautions to minimize risks.

Issue Identification and Analysis: Laguna Beach has a great diversity of geomorphic characteristics. Terrain conditions, underlying rock types, drainage patterns and slope, can vary considerably from one location to another. These conditions combine to produce hazards that are often unique to a particular locale. As a consequence, it is difficult to assess specific hazards until the City receives a development application for a particular parcel of land. The City, at the general plan level, must rely on generalized planning policies and guidelines as a matrix for definitive analysis which will emerge through the development review process.

Experience has shown that many land use decisions made in the City during the decades prior to 1970 did not adequately consider the threat of environmental hazards, resulting in slope failures, foundation settlement, drainage deficiencies, inadequate emergency access and high exposure to wildland fire risks. Correcting these problems today can cause a high public and private cost, and in many cases reflects a transfer of responsibility from the private to the public sector. The City, for example, must now expend considerable funds for drainage improvements that should have been properly installed by the original subdividers.

The California State Legislature has adopted regulatory tools that can provide a sound foundation for hazard planning. The inter-relationships between the general plan guidelines, the Subdivision Map Act and the California Environmental Quality Act provide ample authority for the development and application of hazard planning information. The assignment of values and their expression in policies and project decisions, however, remains the responsibility of local agencies.

The City's Seismic and Public Safety Element contains numerous goals and policies that are applicable to hazard planning for new subdivisions, and the Municipal Code provides requirements for geologic and hydrologic analysis for construction on existing, subdivided lots. These requirements for hazard planning and risk assessment demonstrate the City's concern and commitment to the issue, and provide a basis for land use decisions.

Policies

- | | |
|-----|--|
| 3-A | Ensure adequate consideration of environmental hazards in the development review process. |
| 3-B | Maintain and refine citywide geologic and hydrologic data base. |
| 3-C | Investigate the feasibility of using hazard abatement districts, similar to assessment districts, to correct known environmental hazards in developed areas. |
| 3-D | Periodically review the emergency disaster plan to ensure it addresses current needs. |
| 3-E | Continue to ensure consideration of flood hazards when reviewing projects within the 100-year flood plain. |

3-F Require that flood control programs consider, where feasible, non-structural methods such as preservation of watershed lands and natural drainage channels, rather than structural methods such as concrete flood channels.

TOPIC 4: OFFSHORE OIL EXPLORATION AND DEVELOPMENT

Background: Coastal waters offshore from California are the object of growing interest to the federal government, due to the area's subsurface petroleum deposits. That interest has resulted in the sale of federal leaseholds off the Southern California coastline for oil and gas exploration and development.

Issue Identification and Analysis: The City of Laguna Beach and other coastal communities in Southern California have opposed the federal government's leasing program for the following reasons:

One of the City's most important assets, aesthetically, environmentally and economically, is its shoreline. More than three million visitors a year come to Laguna Beach, in great part to visit the shoreline, particularly the Main Beach and Heisler Park areas.

The shoreline is also a very significant environmental resource. It is an intertidal zone containing an unusually large variety of marine life species. A significant portion of this zone has been designated by the State Department of Fish and Game as a marine preserve, which includes the habitat of the California Brown Pelican and the California Sea Lion. The State has also designated an underwater ecological reserve adjacent to the City's shore.

The shoreline serves recreational needs. The City has established five oceanfront parks totaling 14.7 acres, and the State is developing a major new coastal park at Crystal Cove, immediately adjacent to the northern City limits.

These resources could not be maintained in their present state if oil exploration and drilling were allowed offshore. The City's past efforts opposing offshore leasing have been fruitful. Lease Sale No. 68, for example, included ten tracts beginning three miles offshore. The City joined the State of California in a suit against the federal government to enjoin leasing of the ten Laguna Beach tracts and an additional eleven tracts in the Southern California area. This action was successful.

New leases will be proposed, however, as part of the federal government's five-year leasing program. It will be essential to monitor the government's actions, to comment where appropriate, and to inform responsible agencies and state and federal legislators of the City's position.

Policies

- 4-A Oppose offshore oil leasing when environmental, aesthetic or economic resources are threatened.
- 4-B Monitor the federal government's offshore oil leasing program to ensure that the impacts of the program on the coastal environment are known and considered.

TOPIC 5: **ENERGY CONSERVATION**

Background: The recognition that many traditional sources of energy are finite has increased public interest in energy production and consumption, and focused attention on conservation and the development of alternate forms of energy that can supplement the use of fossil fuels. State and Federal agencies are actively pursuing the development and adoption of energy conservation standards for new building construction. Although the City's influence on energy issues in the state and national perspective may be small, land use decisions can contribute toward an overall conservation effort and can incrementally decrease dependence on fossil fuels and their derivatives.

Issue Identification and Analysis: Energy conservation at the local level can be divided into two categories: mobile (as in transportation/circulation systems), and that common to fixed buildings and structures in which natural gas and electricity provide the dominant means of domestic heating and cooling.

Although the federal government regulates mileage standards for new vehicles, local agencies have discretion over the design of road improvements. This provides the City with an opportunity to design roadways that reduce fuel consumption by designing roadways at minimum grades, requiring non-circuitous alignments, and utilizing minimal traffic control devices. In addition, the City can continue to provide and enhance public transportation systems.

New construction and the remodeling of older structures affords an opportunity to incorporate energy-saving measures. These include some of the common techniques such as weatherstripping, improved glazing and insulation. In addition, a variety of active and passive systems may be utilized for solar space and water heating. Perhaps the greatest opportunity for solar access exists in the field of new residential subdivisions. Design considerations such as lot and building orientation for maximum solar exposure can provide future property owners with a broad selection of solar-oriented energy options. Such options could be protected by the application of special setbacks and landscaping guidelines that are responsive to a particular location.

Policies

- 5-A Promote the use of solar energy where feasible.
- 5-B Promote public awareness of energy conservation opportunities and disseminate information about conservation techniques.
- 5-C Require, where feasible, all new buildings to be designed and oriented to take maximum advantage of sun and wind for natural heating and cooling.
- 5-D Initiate proceedings to adopt a solar easement ordinance for new subdivisions, to ensure that each parcel or unit of a new subdivision has the right to receive sunlight across an adjacent parcel.
- 5-E Evaluate Solar Energy code for applicability to Laguna Beach.
- 5-F Promote the design of roadways that minimize fuel consumption (while retaining aesthetic features and environmental amenities).

TOPIC 6: AGRICULTURAL LANDS

Background: Prime agricultural land in Orange County continues to be recycled to urban development, with crop production now representing a minor commodity in the region. Laguna Beach is no exception in this regard, although the City never supported a very extensive agricultural base. Remnants of old avocado orchards and citrus groves can be observed along Laguna Canyon

Road and in other scattered areas of the City. Presently the City does not support any commercial agriculture, although small private and cooperative gardens exist in the community. The reasons for this absence of commercial agriculture are not attributed to unfavorable soils, but rather to insufficient land area and suitable topography where machinery could be employed to make commercial agriculture a more viable enterprise.

The U. S. Department of Agriculture's Soil Conservation Service reports that approximately 55 different soil types are located within the City. Sixteen of these soils have the potential to support some type of agricultural use (see Table 6-1 and Map 6-2). Generally, the areas within the City exhibiting agricultural potential are alluvial plains where soil and sediment have accumulated over centuries of time, such as Laguna Canyon, Sycamore Hills, Canyon Acres and along canyon bottoms in Arch Beach Heights, Mystic Hills, Temple Hills and Bluebird Canyon.

Although significant commercial ventures may be impractical, smaller scale agriculture may have its place in Laguna Beach in the form of hobby farming, aesthetic enhancement, hazard mitigation or limited resale use. Although much of the City's agricultural land supports existing development, a significant amount is located within the City's vacant hillsides. Many of these properties are unbuildable under existing City standards, due to inaccessibility and steep topography. Agricultural production may represent a viable alternative for such areas if there is no adverse impact on the environment of the area.

Four crop varieties are typically grown within the soil types found in Laguna Beach: avocado, citrus, grain and row crops. However, soil alone does not guarantee agricultural production. Success depends upon a number of elements, such as proper ground preparation, maintenance, erosion and pest control, climate and the availability of irrigation water. In addition, agricultural production within the vacant hillsides is severely limited by soil type and slope which contribute to rapid runoff conditions and high erosion hazards. Because of these conditions, special conservation and farming practices would be required, such as terracing or tillage on the contours, returning all crop residue and stubble mulch to the soil, and utilizing sprinklers and drip irrigation systems. These measures would aid in reducing water runoff and erosion.

Policy

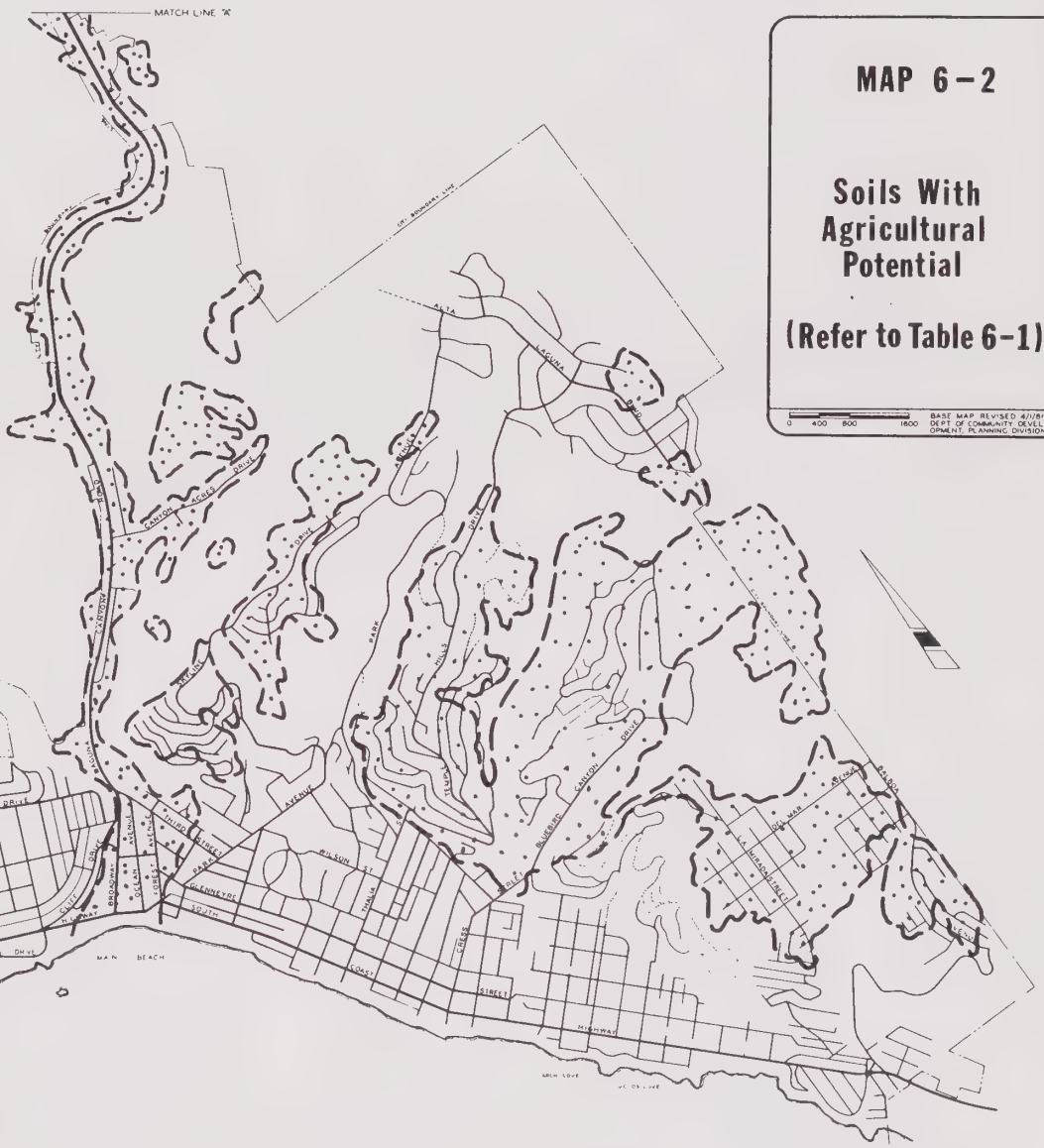
- 6-A Encourage agricultural production where appropriate and feasible, for purposes of hobby farming, aesthetic enhancement, hazard mitigation or limited sales use.

TABLE 6-1
AGRICULTURAL POTENTIAL
CITY OF LAGUNA BEACH

M = Moderate
L = Limited

U.S.D.A. Soil Type	Name	Capability Group	Percent Slope	Avocado	Citrus	Grain	Row Crops
100	Alo Clay	III e5 19	9-15		X M	X	X
101	Alo Clay	IV e5 19	15-30		X	X	X L
102	Alo Clay	VI e1 19	30-50		X M		
103	Alo Variant Clay	III e5 19	9-15		X M	X	X
106	Anaheim Loam	IV e1 19	15-30	X	X	X	X
108	Anaheim Clay Loam	IV e1 19	15-30	X	X	X	X
109	Anaheim Clay Loam	VI e1 19	30-50		X M		
112	Balcom Clay Loam	IV e1 19	15-30		X		X
113	Balcom Clay Loam	VI e1 19	30-50		X M		
127	Bosanko Clay	IV e5 19	15-30		X	X	X L
128	Bosanko Clay	VI e1 19	30-50		X M		
135	Capistrano Sandy Loam	III e1 19	2- 9	X	X		X
136	Capistrano Sandy Loam	IV e1 19	9-15		X		X
140	Chino Silty Clay Loam	I 19	(Alluvium)			X	X
141	Cieneba Sandy Loam	VI e1 19	15-30	X			
162	Marina Loamy Sand	IV s4 19	2- 9	X	X		X
201	Soper Gravelly Loam	VI e1 19	15-30		X M		

Source: U. S. Department of
Agriculture: Soil
Conservation Service



MAP 6-2

Soils With Agricultural Potential

(Refer to Table 6-1)

0 400 800 1600
BASE MAP REVISED 4/08
DEPT. OF COMMUNITY DEVEL.
PLANNING DIVISION

City of Laguna Beach

TOPIC 7: TIME SHARE USES

Background: Basically, vacation or resort time sharing is a method by which a number of people purchase the right to spend one or more weeks in a condominium or hotel type room. There are primarily two types of time shares: 1) fee simple (or fee), which involves the purchase of interest in the real estate; and 2) right-to-use (or non-fee), which involves purchasing the right to use or occupy an unspecified unit each year for a specific period of time over a set number of years. The purchaser does not acquire any form of legal title to the property.

In recent years, the number and frequency of hotel-motel time share conversions has increased dramatically, particularly within resort communities. This sudden increase has prompted many local governments to adopt legislation controlling the location, quantity and frequency of time share conversions and the construction of new time shares, or sometimes jurisdictions have chosen to prohibit them altogether.

Issue Identification and Analysis: Generally, the concern over time share uses in Laguna Beach has centered around issues of land use compatibility, long-term management and maintenance of these facilities, and impacts to the City's overnight accommodations. The City's existing zoning ordinance attempts to regulate the compatibility of time share uses by restricting them to commercial zones.

The maintenance and management of time share uses has received considerable attention in recent years. It is known that some time share resorts in the state have suffered from unclear sale provisions and mismanagement practices. The long-term maintenance requirements for these facilities is also uncertain, given the limited experience most jurisdictions have with this new phenomenon.

The impacts of time shares on the City's overnight accommodations is twofold, affecting both existing facilities and future facilities. The effect of time-share conversions on existing hotel/motel facilities is a difficult issue in terms of regulation and impact to the City. Tourism has become a major economic factor in the community. The demand for the nearly 800 hotel/motel units within the City remains high, with a year-round average occupancy rate of approximately 80 percent.

In terms of affecting future hotel/motel facilities, it is difficult to determine the precise number of hotel/motel facilities which could be constructed in the City. New hotel/motel facilities could be constructed on presently vacant commercially

zoned property, or on underutilized commercial property. Time share uses compete with hotel/motel uses for these locations, thereby depleting the potential for new hotel/motel facilities within the City. The depletion of existing and future hotel/motel units within the City would invariably affect the community's ability to provide necessary accommodations to attract seasonal tourists.

Policy

7A Prohibit all time share uses within the City.

TOPIC 8: CONDOMINIUM CONVERSIONS

Background: During the late 1970's, residential condominium conversions within California more than tripled. This new phenomenon found many jurisdictions unprepared for the diverse implications of this trend. Several issues that were soon recognized included tenant displacement and consumer complaints about marketing and sales techniques. For these reasons and due to mounting development pressures for condominium conversions, the City of Laguna Beach adopted a condominium conversion ordinance in 1980. This ordinance established requirements protecting tenant and consumer interests and set forth certain zoning and building standards. Moreover, the conversion of residential property to condominium ownership now requires discretionary approvals by both the City Planning Commission and City Council.

Issue Analysis and Identification: Adoption of the condominium conversion ordinance has alleviated many problems and concerns initially encountered with such conversions. One factor in particular which is not addressed in the ordinance, but which may profoundly impact the community, concerns the potential reduction in the City's housing rental stock. Typically, the conversion of rental property to condominium ownership will occur in the R-2 (duplex) and R-3 (multi-family) zones within the community, where the supply of rental housing is concentrated. At the present time, the loss of rental housing through condominium conversions has not reached significant proportions in the City. Since adoption of the condominium conversion ordinance in 1980, the City has approved seven residential units for conversion; these have been small projects involving three or less units. These

seven approved units represent .17% of the total rental housing stock within the City (estimate at 4,021 units in the 1980 Census). The City also maintains a large supply of motel units which under certain circumstances would be eligible for conversion to residential ownership in the C-2 Zone, but this appears to be inhibited because of traffic and parking constraints and renovation costs.

Although residential condominium conversions have not accounted for a significant reduction in the City's housing stock, changes in market demands, and bank financing, may stimulate a resurgence of this activity. For this reason, additional restrictions to protect rental units are necessary. The City also should carefully monitor the future potential for conversions in order to institute additional regulations if necessary.

Policy

- 8-A Prohibit residential condominium conversions unless an equivalent number of rental units has been developed. In no circumstances shall a conversion be allowed which does not comply with existing development standards.

TOPIC 9: MIXED USE DEVELOPMENT

Background: Historically, the predominant household unit throughout the country has been the detached single family dwelling. Residential development in Laguna Beach typifies this tradition, with nearly 70 percent of its housing stock composed of detached single family residences.

Within the last decade, however, housing needs or choices have shifted considerably. Economic and social changes have redirected consumer home buying patterns. Financial constraints such as soaring land values and construction costs, in addition to high mortgage interest rates, have shifted many prospective home buyers from the single family to multi-family market.

With increasing frequency, communities responsive to these changing conditions are offering smaller, often attached homes in an effort to reduce housing prices and deliver a viable product to this new market of home buyers. Communities are also exploring new or modified design concepts to accommodate the space needs not considered in the past. One such concept which has proven adaptable to an urban environment is mixed-use

development, whereby typically small attached residential units are physically integrated with commercial, professional or other uses.

Issue Analysis and Identification: Demands for additional housing in Laguna Beach will likely outweigh the available supply. Development constraints such as steep topography, environmental hazards and substandard access will limit the production of new housing, particularly detached single family units. New single family dwellings will likely command high prices and therefore will be available to only a limited group of housing consumers. Recent State legislation (Government Code, Section 65302 C), now requires cities "to use the powers vested in them...to make adequate provisions for the housing needs of all economic segments of the community." While this concept is an admirable goal, practical solutions to accomplish this task remain a formidable challenge. Mixed-use development may prove a viable housing strategy affordable to a larger segment of the population and may offer other distinct community benefits. These include stimulation of commercial areas by providing resident activity after normal business hours; more efficient use of existing infrastructure; enhanced usage of public amenities such as museums, art studios, shopping and churches, and less reliance on transportation due to proximity of commercial services.

Several zones in the City currently provide opportunities to integrate residential and commercial/professional uses under one building. This concept, however, has met with only moderate success due to rigid parking standards, restrictive floor space requirements, locational characteristics, and lack of economic viability. Despite the City's experience, mixed use developments have successfully adapted to many urban environments, providing a valuable community resource. This concept may have larger application in Laguna Beach in the future as changes in financing, building technology and consumer preferences continue.

An additional opportunity may arise from the increased popularity of "bed and breakfast" establishments. These typically have a limited number of bedrooms, serve only breakfast and then only to guests. They offer opportunity in some instances for rehabilitation of historic structures and for lower intensity overnight accommodation. In Laguna Beach, the R-3 zoned areas may offer opportunities for some limited bed and breakfast uses. Care must be taken, however, to prevent adverse impacts on the existing supply of rental units.

Policies

- 9-A Reevaluate City development standards to facilitate residential uses in commercially zoned areas where appropriate. Possible locations include the Central Business District and Pacific Coast Highway. Emphasis shall be directed toward locating residential uses above the ground floor. In areas designated on the Land Use Plan Map as Commercial--Tourist Corridor and in areas designated "Central Business District" seaward of Pacific Coast Highway, such uses shall be subject to a conditional use permit and may be allowed if located above the ground floor and provided a minimum of 50% of the gross floor area of the structure is committed to visitor-serving uses.
- 9-B Utilize the Local Business/Professional Zone to encourage mixed use development, particularly along Glenneyre Street; more intensive commercial development shall be encouraged to concentrate along the south side of Glenneyre Street, adjacent to existing commercial development on South Coast Highway.
- 9-C Examine the feasibility of allowing "bed and breakfast" uses in the R-2 and R-3 Zones.

TOPIC 10: LAND RECYCLING

Background: Development activity in Laguna Beach first appeared along the coastal plain, where topography was generally level and gradually moved to the hillsides as the supply of level land diminished. Today, new development opportunities are very limited in the hillsides, due to steepness in topography, access constraints and environmental hazards. The majority of new growth will likely be within the existing developed areas of the City and along the coastal plain.

Some of this land is presently vacant, but the majority of such property is improved, and in some cases, supports older, deteriorating structures (some nonconforming), which will eventually become suitable for recycling. For example, about 30% of the housing stock in lower Laguna was constructed prior to 1940. In addition, a significant portion of this land is under-utilized and could support a more intensive development pattern by virtue of present zoning standards. The development potential of these

properties (through land recycling) combined with the growth potential of existing vacant building sites, may collectively affect the "village" character of the community and the City's ability to deliver essential public services in a cost-efficient manner.

Another form of land recycling involves the resubdivision and partitioning of existing lots into additional building sites. The escalating cost of real estate, as well as other factors, causes property owners to seek subdivision and variance approvals for the creation of new lots that would not necessarily conform in every respect to current standards of design. Any attempt to divide a large parcel of land into one or more smaller parcels without conformity with access, dimensional and area standards should be rejected unless clear and overriding considerations to the contrary may be shown. Such applications, especially if accompanied by variance requests, should receive very rigorous and critical review inasmuch as legal findings of fact to support such requests must be made pursuant to state law.

Current City standards, for example, do not permit the creation of flag lots because of their inherent access difficulties and their potential encroachment into view corridors and open space areas. The City should continue to observe these regulations and should deny variance requests in conjunction with subdivision applications unless they are clearly supported by strong findings of fact. The mere occurrence of other substandard lots in the same zone and vicinity does not, by itself, support a variance grant. The City must continue to be cautious in its use of the variance procedure in order to assure that development standards are not compromised.

Issue Identification and Analysis: The City currently supports approximately 600-900 vacant building sites within all residential zones, with a total development potential of 1391 dwelling units.

According to a residential growth potential survey conducted by the City in 1981, approximately 580 new dwelling units could be constructed within the City's R-2 and R-3 zones, yet only 89 lots are presently vacant, with a development potential of approximately 200 new units. The majority of new growth potential, therefore, may be realized as a result of land recycling. Subsequent changes in the City's zoning standards would naturally influence the outcome of this growth potential.

Like most of the residential areas of the community, many parcels currently zoned for commercial or industrial use are presently under-utilized (in terms of square footage) and/or are suffering from lack of maintenance and repair. This is particularly apparent in portions of the Central Business District (along Ocean Avenue and Laguna Canyon Road. These properties would appear to maintain particularly strong redevelopment potential due to increasing land costs and market demands.

Economic forces will dictate the ultimate conversion of vacant or under-utilized property to more intensive uses. It will become increasingly important for the City to monitor this type of development activity to ensure a proper balance between service costs and benefits. In addition to economic considerations, the aesthetic effects of such development must be carefully studied. Lastly, the recycling of land may impact the social structure of the community by displacing senior citizens and/or lower income residents and replacing the rich diversity of small specialty shops which sometimes cannot compete against rising tenant costs associated with redevelopment.

Policies

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|------|---|
| 10-A | Ensure that the City's redevelopment potential is included in growth forecasts and infrastructure analysis. |
| 10-B | Evaluate the potential impact of land recycling on the City's social, economic and aesthetics; environment. |
| 10-C | Discourage the approval of subdivision requests that do not conform to design and zoning standards, especially with respect to the creation of flag lots. |

TOPIC 11: URBAN DESIGN

Background: Laguna Beach is regarded as one of the more picturesque communities in southern California. Images of the City's special environment evolve from many sources, ranging from perceptible objects like the City's open space lands and uncluttered hillsides, natural drainage courses and rocky coastline, to more intangible elements such as the community's village atmosphere, diversity and intimacy.

Urban Design is the branch of community planning which involves the functional and visual relationships between people and their physical environment. It connotes a cohesive arrangement of physical development, engendering clear community identity and orientation. This concept is particularly meaningful to Laguna Beach, given the established identity of the community and the need to preserve this identity as an important element of the City's tourist-based economy.

Issue Identification and Analysis: Urban Design implies an assortment of images which collectively serve to shape and define community character. The unique natural setting of Laguna Beach, which offers numerous scenic vistas and open space corridors, inherently shapes the basic identity of the community. The total image of the City, however, is interwoven with the physical development of the community, such as architectural style, streetscapes, landmarks, signage and recreational modes.

In recognition of the unique scenic amenities in Laguna Beach, the City developed a procedure to assure consideration of "Urban Design" in new development proposals. This procedure, called Design Review, is intended to "encourage individual identity for specific uses and structures; to encourage a distinct community identity in character with a village atmosphere; to enhance the property values within the City and surrounding neighborhoods; to respect each individual site and its environmental qualities; and to minimize visual and psychological stress resulting from unplanned, unrelated and poorly designed developments."

Development consistency is an essential characteristic that contributes to community identity. To conserve important design character in Laguna Beach, this uniformity should extend to building form, scale, proportion, texture, materials, color and detail. This does not suggest that all buildings must look the same, but rather that the surrounding urban environment should be considered in the design of buildings, landscaping and sign programs.

Policies

- 11-A Encourage building design which minimizes the scale, bulk and obtrusiveness of development, and require compatibility with the surrounding scale and type of development.
- 11-B Encourage, within existing regulations, the utilization of varying setbacks and building heights, innovative construction techniques, and compatible building forms, materials and colors.
- 11-C Encourage pedestrian access and orientation in the Central Business District.
- 11-D Inventory public signs within street rights-of-way to determine which are unnecessary or can be combined, redesigned or relocated, and pursue a funding program for implementation.
- 11-E Develop list of streets which should be included for special landscape treatment.
- 11-F Initiate a study to examine options for special improvements or treatment for the scenic corridors, including lighting, signing and landscaping programs.
- 11-G To the maximum extent feasible, require the preservation of existing trees in conjunction with development approvals.
- 11-H Pursue funding to establish landscape guidelines for the City's commercial areas and an incentive program to encourage participation from businesses.
- 11-I Pursue funding to underground utilities along Laguna Canyon Road, Pacific Coast Highway and the Central Business district.

TOPIC 12: VIEW PRESERVATION

Background: The unique natural setting of Laguna Beach, which offers numerous vistas and panoramic views, has resulted in considerable interest and concern for preserving scenic amenities for public and private benefit. In Laguna Beach, consideration of views extends beyond private property interests to encompass community or public views, particularly those from public roadways, state scenic highways and community open space lands.

Issue Identification and Analysis: The preservation of scenic views is typically regulated through two approaches: (1) utilization of detailed development standards and ordinance provisions; (2) discretionary review on a case-by-case basis, utilizing an established development review procedure. The majority of local governments, including Laguna Beach, have not adopted specific view protection standards or regulations. This is due in large part to the difficulty of developing standards that apply equitably in all cases and the inherent problem of implementing regulations that frequently involve aesthetic values. The inflexibility of a structured "view preservation ordinance" has persuaded most agencies to adopt the second alternative, that is a design review procedure that incorporates flexibility and discretion into the process on a case-by-case basis. In addition to this procedure, most local governments continue to rely on traditional zoning practices, such as building setbacks and height requirements, and size and bulk restrictions.

In Laguna Beach, the protection of public and private views is indirectly regulated by conventional zoning standards, and more directly addressed through design review provisions. The City's Design Review Board is charged with the responsibility of reviewing certain building plans (including new development and remodeling), to ensure design goals and view preservation criteria are achieved. This procedure, however, does not ensure the consideration of views in all cases, since some new development is exempt from design review. These areas include existing vacant building sites situated in established residential neighborhoods and along more visible hillsides. Expansion of design review, however, to cover new development in all parts of the community, may be administratively burdensome. Efficient alternatives to this approach, therefore, should be examined, with consideration directed to the scope and application of control, the review and enforcement of these regulations, and administrative responsibilities.

Policies

- 12-A The Design Review process shall evaluate the impact of buildings along ridgelines and require that building design, location and arrangement avoid continuous and intrusive impact on hillside view areas and skyline profiles. All new development in the "Hillside Management/Conservation" General Plan designation shall be subject to Design Review.
- 12-B Require building design which is compatible to and integrated with natural topographic features.
- 12-C Require the use of landscaping, special architectural treatments and siting considerations for projects visible from major highways and arterial streets.
- 12-D As part of the Design Review process, maximize the preservation of views of coastal and canyon areas from existing residences, and public view points while respecting rights of property owners proposing new construction.
- 12-E In order to preserve existing views of coastal and canyon areas from public places, investigate the feasibility of extending the design review requirements to encompass construction which is currently exempt from that process.
- 12-F In areas designated on the Land Use Plan Map as "Central Business District," "Commercial/Tourist Corridor," "Local Business--Professional" and "Public-Institutional," the maximum intensity of use shall be limited to the building height standards of the Laguna Beach Municipal Code. In the "Industrial" designation, maximum height of structures shall be 35 feet, as specified in the Municipal Code. In the "Public Recreation and Parks" designation, structures shall not be more than 500 square feet in size and one story in height.

TOPIC 13: LIVE/WORK OPPORTUNITIES FOR ARTISTS

Background: Laguna Beach gains much of its unique identity and vitality from the artistic orientation of the community. For many years, the City has been referred to as an "artists' colony" and indeed the city has attracted many residents skilled in the arts and crafts. Each year, the City offers several art festivals which provide local artists the opportunity to exhibit and sell their merchandise. These festivals attract nearly 50,000 visitors weekly during the summer season and several have gained national prominence, such as the "Festival of Arts". These artistic interests have evolved into a major cultural force in the community, lending support to the City's diverse social structure and economic base. The continuing contribution of art in Laguna Beach is largely dependent upon maintaining the artistic base within the City by providing local artists opportunities to conduct their trade, as well as reside and interact culturally in the community. These opportunities, however, have become less available within the City due to increasing housing costs, reduction in the City's rental housing stock, and escalating lease payments for art studios and other work space. As a consequence, many local artists who typically have low-to-moderate and/or inconsistent incomes, have relocated their craft to other regions of the County.

Issue Identification and Analysis: In an effort to counteract the displacement of artists due to rising living costs, several cities have adopted regulations which permit joint living and working quarters for artists. These accommodations may be provided on a rental basis or purchased by the buyer; some communities offer public subsidies to offset high rent costs or mortgage payments. Financial and/or zoning incentives of this nature make it possible for artists to maintain a viable standard of living in areas where rising costs may ordinarily prohibit such opportunities.

In Laguna Beach, the production or fabrication of various arts and crafts is permitted in both commercial and industrial zones. More intensive artistic-related uses, however, are restricted to the industrial zones only, such as the preparation of ceramics, metal sculpture and assembly or special treatment of glass, leather, metal, stone or wood. Residential uses are permitted in most of the City's commercial zones under certain circumstances, but are excluded in the industrial zones, although a number of older nonconforming dwelling units still exist in the industrial area of the City adjacent to Laguna Canyon Road. Some of these units also serve as work quarters for artist activities and other occupations. Opportunities may exist to expand the supply of artist housing in Laguna Canyon, given the large concentration and proximity of art studios and relatively light nature of surrounding industrial uses.

Although similar but limited housing is permitted in the City's commercial zones, this housing may prove impractical, due to high land values and demands for commercial floor space. Opportunities for live/work situations, however, may be increased by the new land use category entitled "Local Business/Professional". This category allows both limited commercial development and office-professional and artistic activities in combination with residential uses. The category appears along Glenneyre Street where a gradual transition in land use from residential to commercial has occurred.

The concept of integrating working and living space into one integral unit requires special considerations in a community. These involve questions of land use compatibility, division of space needs, building code requirements, parking standards, use and occupancy requirements and financial arrangements. The application of an "Artist-in-Residence" program in any geographic region of the City must carefully weigh these factors while attempting to develop a compatible and equitable program, attractive to the artist population and general community.

Policies

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| 13-A | Investigate the feasibility of amending commercial and industrial requirements to allow artists to live and work in the same building, with special consideration given to the compatibilities of land use, building code requirements, parking standards, and use and occupancy requirements. |
| 13-B | Solicit participation from local artists to assist City staff in developing live/work opportunities. |

TOPIC 14: EXTERNAL GROWTH PRESSURES

Background: Laguna Beach is physically separated from surrounding unincorporated lands due to the presence of the San Joaquin Hills, which rise abruptly from the coastal plain and extend through the community. This natural topographic barrier forms a logical definition of city boundaries and serves to limit growth and expansion of the community as a result of steep terrain and inaccessible land. Despite this natural constraint to develop-

Table 6-2

MAJOR DEVELOPMENT PROPOSALS
IN SURROUNDING AREAS OF
LAGUNA BEACH

<u>Development</u>	<u>Location</u>	<u>Map Index No. (Refer to Map 6-3)</u>	<u>No. of D/U & Commercial Acres</u>
Laguna Heights	Top of the World	1	110 Dwelling Units
Laguna Laurel	Laguna Canyon Road	2	3200 Dwelling Units 77 Comm. Acres
Irvine Coast	Pacific Coast Highway (Between Laguna Beach and Corona del Mar)	3	2000 Dwelling Units 122 Comm. Acres
Mahboubi-Fardi	Pacific Coast Highway	4	699 Dwelling Units
Treasure Island	Pacific Coast Highway	5	540 Time Share Units
AVCO	Laguna Niguel	6	150 Dwelling Units
Aliso Viejo	Northeast and Inland from Laguna Beach	7	20,000 Dwelling Units 70 Comm. Acres



ment, the City has experienced moderate growth in the last ten years, principally in the form of urban infill. The City's population increased from 14,550 to 17,901 between 1970 and 1980. The most dramatic increase in population growth, however, has occurred outside the City, in surrounding unincorporated lands. In south Orange County alone, the population since 1970 has increased 93 percent, rising from 154,400 to nearly 300,000 residents. This growth is attributed to the expansion of employment opportunities and new residential development. The pattern of new growth is predicted to continue into the future, with the county projecting a population in south Orange County of 424,000 by the year 2000. Table 6-2 and Map 6-3 illustrate major planned development proposals located in the vicinity of Laguna Beach. This development, if ultimately constructed, would add approximately 27,000 new homes and 190 acres of commercial development in areas surrounding the City. Much of this development is proposed within the City's planning area (as defined in Section I) and is of particular interest to the City.

Issue Identification and Analysis: Laguna Beach has established the goal of preserving the small scale village atmosphere of the community, while maintaining a balance between development opportunities and public service and infrastructure capacities. The city has been successful in achieving this objective in the past, but it will become more difficult in the immediate future, due to external regional growth pressures.

This regional growth produces both primary and secondary effects on the city. Primary effects are those which originate in the city and directly influence the city's environment. The seasonal variation in tourism, for example, which may total 50,000 daily visitors during summer months and holidays, has produced substantial demands on city services. The attraction of Laguna Beach as a popular visitor destination will continue to impose special demands on the city, especially in the form of public safety personnel, beach maintenance, and parking and circulation facilities.

While tourism in Laguna Beach presents logistical problems, it also represents a significant contribution to the city's economy in the form of sales and tax revenue. Expanded urban development and economic growth, however, should be balanced with the need to retain the aesthetic qualities of the city. This is not an easy objective, since economic growth and environmental preservation are not always compatible goals.

Secondary effects of external growth are those conditions which originate outside the city, but ultimately impact the community. These may include regional air quality standards, runoff and drainage within the Laguna Canyon watershed and scenic resources. These factors usually have less direct or pronounced impact upon the city, but may without proper monitoring result in the visible deterioration of the city's environment.

The city maintains limited control over the secondary effects of exterior growth, due to the absence of direct jurisdictional responsibility, but is in the position to anticipate and plan for the primary effects of such growth as a means to avoid unnecessary disruption to the community. Measures which may be available to alleviate the primary effects of external growth include parking and circulation improvements; continued implementation of beach maintenance programs, including solicitation of volunteer assistance; and maintaining proper levels of public safety personnel and emergency services. The city should also explore various revenue sources which may be used to offset the costs for these public services.

Policies

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| 14-A | Monitor activities of adjacent jurisdiction regarding population growth and identify their impacts on City services and environmental quality. |
| 14-B | Explore alternative revenue sources to offset costs for providing public services to tourists. |
| 14-C | Discourage intensive residential and commercial development within the Laguna Greenbelt segment of the City's total planning area. |

TOPIC 15: SPHERE OF INFLUENCE

Background: In 1963, the State legislature adopted the Knox-Nisbet Act which created Local Agency Formation Commissions (LAFCOs) and granted them authority to review all city and special district boundary changes and district formations. The Act was amended in 1972 to require LAFCO's to prepare spheres of influence for cities and special districts. Since then, the sphere of influence has evolved into an important community planning boundary.

The sphere of influence is defined in the Government Code as "a plan for the probable ultimate physical boundaries and service area of a local government agency". The purpose of the sphere of influence, according to the Knox-Nisbet Act, is to "provide for well planned, efficient urban development patterns with adequate public services and with appropriate consideration to preserving prime agricultural and other open space lands."

The Laguna Beach Sphere of Influence was first established in 1975 and encompassed a substantial amount of unincorporated territory on the east and west side of Laguna Canyon Road within the Laguna Canyon Watershed (refer to Map 1-1). Since the original formation of the sphere, this boundary line has been amended by the Orange County LAFCO on three separate occasions, most recently in 1981. This last revision resulted in a significant reduction in the City's Sphere of Influence, with the majority of property situated westerly of Laguna Canyon Road deleted from the Sphere.

Issue Identification and Analysis: The sphere of influence represents a valuable guideline for the growth and development of communities by delineating the probable direction and location of urban development and identifying the government agency which may ultimately assume jurisdictional control. Until a local agency actually acquires authority through annexation procedures, it must assume a subordinate role to the County in land use decisions, with advisory capacity only. This circumstance can lead to a compromised planning program, whereby local land use policies and citizen interests are only partially fulfilled. Continuous monitoring and evaluation of land use and development proposals within the sphere of influence, however, can produce a constructive working relationship between the various governmental entities involved, allowing for a smooth transition from one agency to another upon annexation.

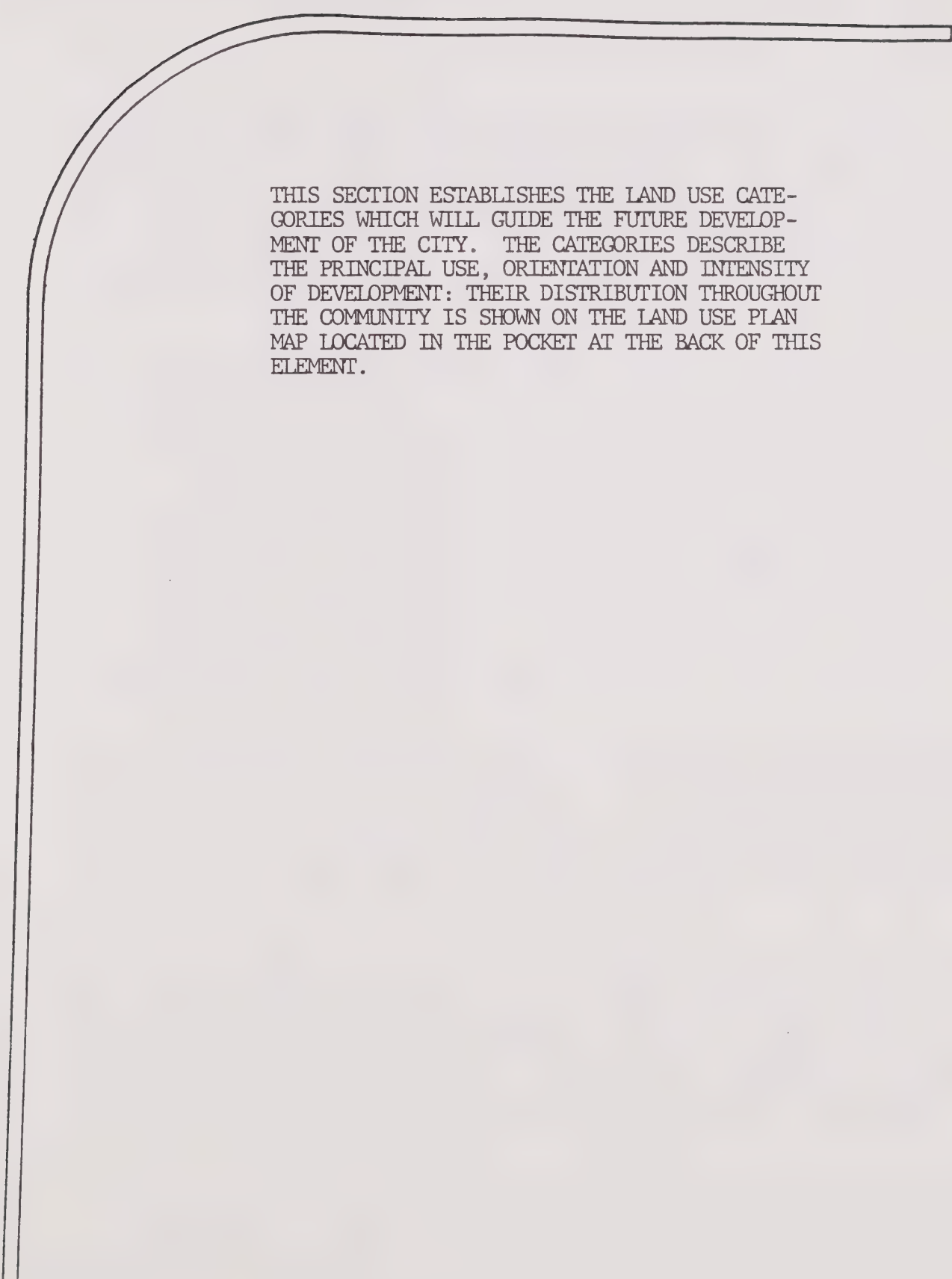
The Laguna Beach Sphere of Influence does not abut any other City's boundary. This circumstance affords the city considerable flexibility over the geographic limits of its sphere, without interfering with neighboring spheres of influence. Where the sphere is not a proper representation of the probable ultimate physical boundaries and service area of the city, the boundary line should be appropriately changed.

Policies

- 15-A Reevaluate sphere of influence boundaries to determine ultimate physical boundaries and service area of city and pursue amending the city sphere to include these areas.
- 15-B Monitor the planning activities of adjacent jurisdictions; initiate discussion of mutual interests; and, where possible, coordinate planning efforts.
- 15-C Pursue annexation of Laguna Canyon from the first ridgeline on the west to the first ridgeline on the east along Laguna Canyon Road.

LAND USE PLAN

CATEGORIES



THIS SECTION ESTABLISHES THE LAND USE CATEGORIES WHICH WILL GUIDE THE FUTURE DEVELOPMENT OF THE CITY. THE CATEGORIES DESCRIBE THE PRINCIPAL USE, ORIENTATION AND INTENSITY OF DEVELOPMENT: THEIR DISTRIBUTION THROUGHOUT THE COMMUNITY IS SHOWN ON THE LAND USE PLAN MAP LOCATED IN THE POCKET AT THE BACK OF THIS ELEMENT.

Section 7: Land Use Plan Map

- A. Description and Interpretation: The California Government Code stipulates that City general plans must include "a diagram or diagrams and text setting forth their objectives, principles, standards and plan proposals." The diagram, in this case, is the Land Use Plan Map contained in this document, which graphically illustrates the general location and distribution of land use. The map also establishes general standards for population density and building intensity in each of the land use categories.

The Land Use Plan Map incorporates the earlier map revisions that resulted from the Local Coastal Program, as well as the current provisions of the Land Use Element. The coastal planning process produced new slope/density standards for vacant hillside lands and new residential, commercial and public/institutional categories. These categories of land use have been retained on the current map, while additional land use changes have been adopted to reflect the policies of the element. These modifications were summarized in the original draft Land Use Element, dated March 1983. The Land Use Plan Map attempts to integrate the provisions of both the Coastal Plan and Land Use Element. The map may require future refinements when the general plan is updated and upon completion of other general plan elements, most notably the Open Space and Conservation Elements.

The Land Use Plan Map illustrates land use in a generalized fashion because it is designed as a long term statement of broad public policy. For example, the categories do not reflect specific parcel boundaries or land ownership as zoning maps do. Consequently, category boundary lines may cross parcel lines and the particular application of such boundary lines will sometimes require judgment and interpretation by decision-makers.

- B. Land Use Categories: The land use categories described below and illustrated on the Land Use Plan Map depict the location and distribution of future growth and development in the City. These categories establish the broad foundation for all land use planning in the community, as well as the framework for future zoning. The uses denoted for each category are not necessarily intended to be all-inclusive,

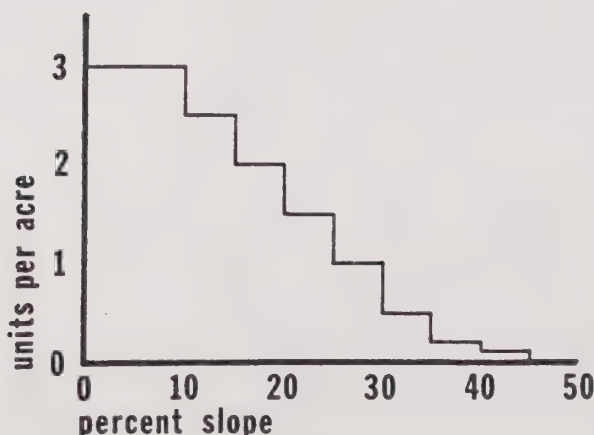
but rather serve to represent the general orientation of land use for each category. The more exact uses will be delineated in the zoning ordinance.

In contrast to land within the city limits, the Land Use Plan Map does not address land use designations for the areas within its "Sphere of Influence" and the larger "planning area" covered by the plan. This is due to the complexity of land use issues within these areas (which necessitate specific studies) and the rapidly changing conditions in land use evident in such locations. This circumstance is not expected to compromise the City's ability to participate actively in land use decisions made by the County. It is intended to provide the City with maximum flexibility and discretion in the decision making process, based upon the particular issues and circumstances in effect at that time. As the City performs more extensive land use studies in these areas (like the Laguna Canyon Specific Plan), appropriate categories of land use should then be implemented.

Hillside Management/Conservation

This category is intended to promote a balanced management program focusing on the preservation of open space lands and environmentally sensitive areas, while allowing for limited residential development. The area encompassed by this category includes the City's remaining unsubdivided vacant hillside lands, totaling approximately 1,065 acres.

The parameters for hillside development in the community are based upon slope/density relationships. Slope conditions have proven to be a decisive factor in the development capability of the City's hillside lands, affecting road accessibility and grading requirements, slope stability and soil erosion, and quantities of water runoff. Guidelines for the density of development are provided by the following matrix.



<u>Slope</u>	<u>Density</u>
0-10%	3.0 Units/Acre
10-15%	2.5 Units/Acre
15-20%	2.0 Units/Acre
20-25%	1.5 Units/Acre
25-30%	1.0 Units/Acre
30-35%	.5 Units/Acre
35-40%	.2 Units/Acre
40-45%	.1 Unit/Acre
45+%	.0 Unit/Acre

Although slope characteristics perform an important function in hillside development, other factors must also be examined in conjunction with new development, including infrastructure capacities, environmental hazards, preservation of environmental goals, and public service costs. For this reason, emphasis must be placed on the fact that these provisions represent the maximum allowable building density for a given property or maximum yield of housing units. The actual number of housing units may be significantly lower than that designated by the above provisions because of localized conditions identified during the site-specific planning process.

The actual development capability of hillside lands is therefore established by analysis of physical constraints and implementation of natural resource protection policies and ordinance requirements. This procedure enables the City to regulate the location and density of hillside development while protecting environmentally sensitive areas and open space lands in accordance with general plan policies and local ordinance requirements.

Village Low Density

These lands provide for single family residential development at urban densities in areas that are predominantly developed and support existing detached single family residences. This classification is intended to provide a quiet living environment free from rooming and boarding houses and commercial and industrial activities. Building density is permitted at 3 to 7 dwelling units per gross acre and limits development to one house per parcel.

Village Medium Density

These lands are situated within the existing urban fabric of the City and frequently function as transition or buffer areas between the City's commercial corridor and low density single family neighborhoods. Detached single family residences, condominiums and duplex structures are permissible uses, subject to compliance with applicable property development standards. Building density ranges between 8 and 14 dwelling units per gross acre.

Village High Density

This classification is intended for high density residential use, allowing a range in density from 15 to 22 dwelling units per gross acre. The permitted number of housing units will vary, depending on lot size and

surrounding land use, proximity to major streets and public transit, environmental constraints and the availability of public services and facilities. High density urban residential uses are permitted, including condominiums, multiple family structures, rest homes and lodges. Affordable housing projects are also permissible at densities above the standards of this category, subject to the City approving an affordable housing plan, consisting of the following minimum provisions:

1. Housing units shall be made exclusively available to households earning 120% or less of the County median income.
2. Housing units shall be offered for sale or rent at affordable levels as defined below:
 - a. Selling price shall not exceed 2.5 times annual household income.
 - b. Monthly rents shall not exceed 25% of monthly household income.
3. Provision shall be made to ensure continued housing affordability for a minimum duration of 40 years after completion of the project.
4. The maximum permissible density for affordable housing projects shall be unprescribed, but should take into account on-site constraints, infrastructure capabilities and design and aesthetic factors.

Local Business/Professional

This category allows a mixture of limited commercial development and office-professional uses to serve the needs of the resident population. Local retail uses are allowed, as are office-professional uses which cater to the needs of the community. Residential development is also considered a permissible use. Mixed use developments, whereby residential and commercial/professional uses are integrated together, are also permitted. Residential uses are encouraged with commercial uses requiring a conditional use permit.

Commercial/Tourist Corridor

The principle permitted uses of this category are visitor-serving facilities such as hotels, motels, restaurants, theaters, museums, speciality shops and beach-related retail uses. Other nonvisitor-serving facilities (including service and residential uses) are also permitted, subject to a conditional use permit. Nonvisitor-serving uses shall not exceed 50 percent of the gross floor area of the entire structure and shall be located above the ground floor level.

Central Business District

The CBD represents the commercial as well as physical, economic and social center of the community. In keeping with a present diversity of land use within the CBD, a broad range of commercial uses are permitted in this category. These uses may include financial institutions and government buildings, tourist-related businesses such as specialty shops, theaters, restaurants, retail clothing stores, drug stores and professional offices. Visitor-serving and residential uses shall be conditional uses. However, in the area designated CBD, seaward of Pacific Coast Highway, visitor-serving uses shall be the principle uses. All other uses of the CBD shall be conditional uses in this location.

Industrial

This category refers to the industrial or manufacturing base of the City and allows a mixture of light and heavy industrial use as defined in the Municipal Code. Residential uses are prohibited, except for "artists-in-residence" activities.

Public/Institutional

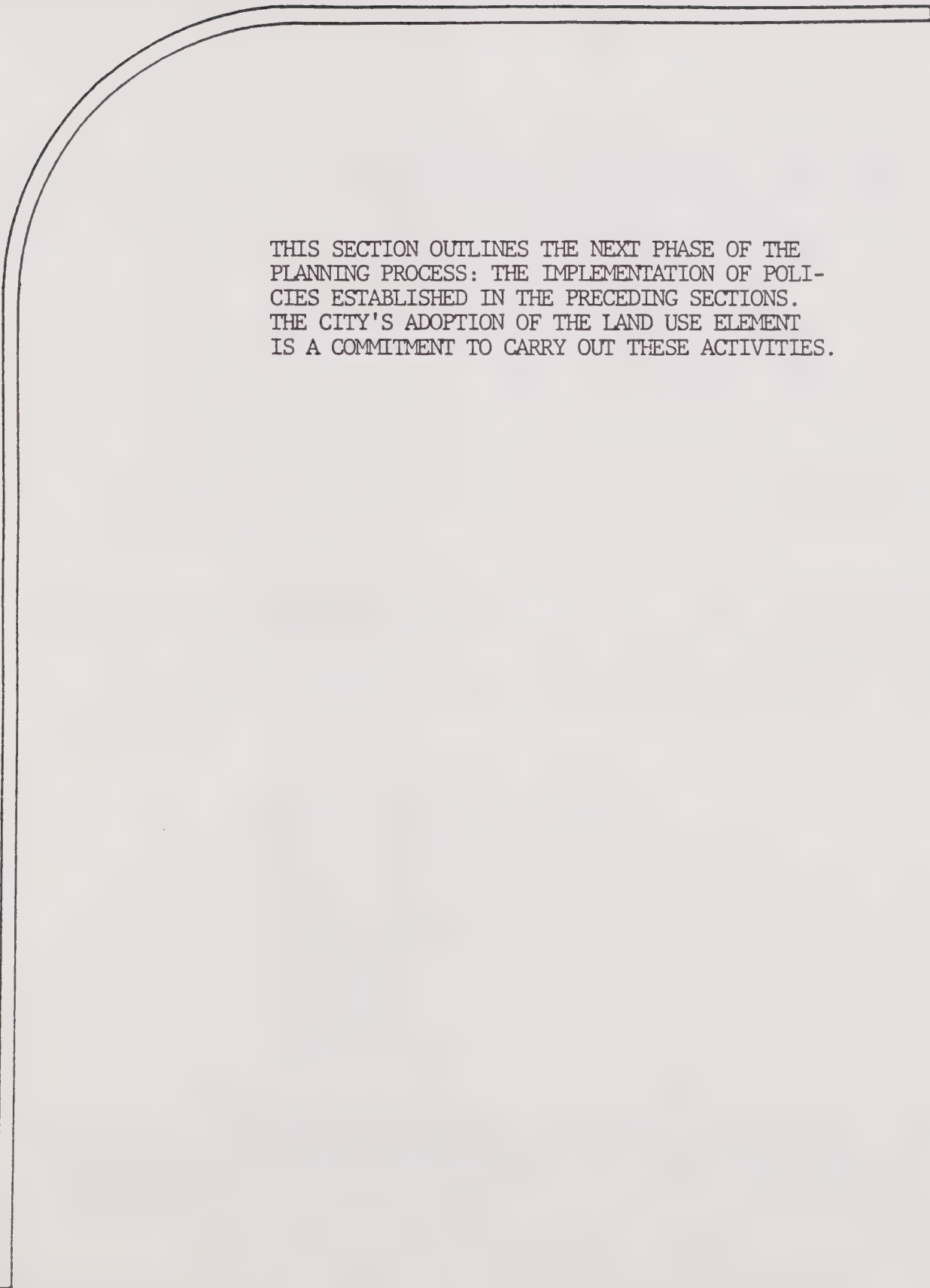
This category refers to the community's public and educational facilities exclusive of public recreational uses. These facilities include government buildings and public facilities, public festivals, public and private schools, libraries, and police and fire stations.

Public Recreation and Parks

Lands designated for public recreation are those owned and maintained by the City, County or State and developed for active or passive recreational activity. These park facilities are distributed throughout the community, with neighborhood parks principally serving the needs of local residents and oceanfront beach parks performing a more regional function.

- C. Special Map Notations: The Land Use Plan Map identifies several special land use categories (different from those listed above) for the Sycamore Hills property, currently owned by the City of Laguna Beach. These categories reflect land use designations adopted by the City on August 19, 1980 (General Plan Amendment 80-2). In the future, the City will be reevaluating these land uses to determine appropriate uses for the property. The City cannot perform this evaluation, however, until the County of Orange establishes the particular design and final alignment of the San Joaquin Hills Transportation Corridor (which is planned to traverse the property), and decides upon the location of the planned county regional park site.

IMPLEMENTATION PROGRAM



THIS SECTION OUTLINES THE NEXT PHASE OF THE
PLANNING PROCESS: THE IMPLEMENTATION OF POLI-
CIES ESTABLISHED IN THE PRECEDING SECTIONS.
THE CITY'S ADOPTION OF THE LAND USE ELEMENT
IS A COMMITMENT TO CARRY OUT THESE ACTIVITIES.

Section 8: Implementation Program

While the policies of the general plan establish the actions and requirements necessary to direct land use in the City, they must be implemented by detailed measures which collectively form the implementation program. Without these specific implementation measures, the general plan cannot be effective as a commitment to future action.

The City's Land Use Element includes actions which range from measures necessary to insure consistency between the City's general plan and zoning to those actions required to fulfill the policies in the plan. These actions have been placed within the seven basic categories listed below. The majority will involve measures initiated by the City and many involve public participation either through the public hearing process or through Citizen Advisory Committees. The successful completion of these measures will be largely contingent upon the availability of funding and staffing requirements.

1. Amendments to Land Use Plan Map: In order to eliminate discrepancies between existing land use and the general plan, certain amendments to the Land Use Plan Map have been adopted. These amendments will also require corresponding zone changes in order to ensure consistency between the General Plan and zoning. Generally, the amendments are located on:

- . McKnight Drive/Via Capri
- . Arroyo Drive/Canyon Acres
- . Park Avenue/Mermaid Street
- . Catalina Street
- . Central Bluffs
- . Gaviota Drive
- . Mountain Road
- . Glenneyre Street
- . Ocean Way
- . Nyes Place
- . Moss Street
- . Cliff Drive
- . Boat Canyon

2. Ordinance and Zoning Provisions: Adoption of the Land Use Element necessitates the creation of two new zones and revisions to several existing zones. In addition, several special ordinances are proposed.

- . Revisions to:
 - Chapter 25.40 (Design Review)
 - Chapter 25.46 (Conditional Use Permit)

Chapter 25.47 (Condominium Conversions)

- . Title 21 (Subdivisions)
- . Solar Easement Ordinance

3. Specific Plans: Five neighborhood specific plans are proposed.

- . Central Business District
- . Central Bluffs
- . Diamond/Crestview
- . Canyon Acres
- . Laguna Canyon Road

4. Capital Improvement Plans:

- . Annual Review of Capital Improvement Plans, including Street, Drainage and Flood Control Projects

5. Annexation Procedures:

- . Annexation of Laguna Canyon along Laguna Canyon Road
- . Reevaluation of Sphere of Influence

6. Special Studies/Data Maintenance:

- . Evaluation of streets for special landscape treatment
- . Evaluation of options to improve the visual appearance of scenic corridors
- . Investigation of live/work opportunities for artists
- . Examination of feasibility of using Hazard Abatement District
- . Evaluation of impacts of land recycling on various aspects of the community
- . Evaluation of development standards (i.e., residential uses in commercial zones)
- . Periodic review of emergency disaster plan
- . Maintenance of citywide geologic data base
- . Evaluation of City-owned land to determine ultimate disposition
- . Inventory of public signs within street right-of-way
- . Development of Land Use Categories for land within the City's planning area
- . Monitoring of impacts of time share uses
- . Monitoring of City transportation system
- . Monitoring of planning activities of adjacent jurisdictions

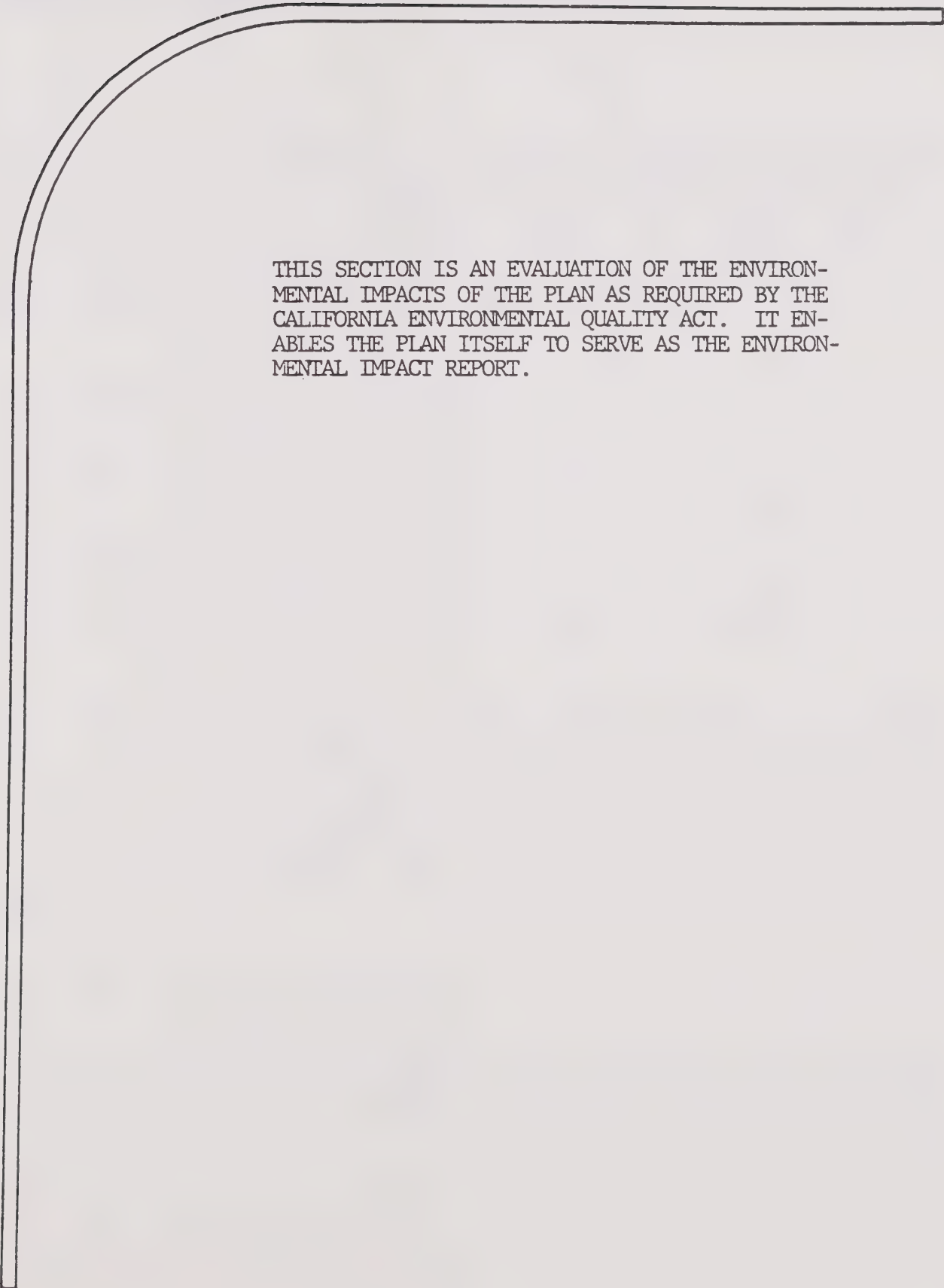
- . Evaluate Solar Energy Code
- . Monitoring of Federal offshore oil leasing program

7. Public Education:

- . Energy conservation techniques

ENVIRONMENTAL IMPACT REPORT

6



THIS SECTION IS AN EVALUATION OF THE ENVIRONMENTAL IMPACTS OF THE PLAN AS REQUIRED BY THE CALIFORNIA ENVIRONMENTAL QUALITY ACT. IT ENABLES THE PLAN ITSELF TO SERVE AS THE ENVIRONMENTAL IMPACT REPORT.

Section 9: Environmental Impact Report

Introduction: The California Environmental Quality Act indicates that an EIR may be prepared as a separate document or as part of a project report. The Act specifies the following requirements: "If prepared as part of the project report, it must still contain in one separate and distinguishable section the elements required of an EIR, including the seven elements specified in Section 15143 of these guidelines." (Section 15061,d.). This Land Use Element has been designed and organized to function as its own EIR, incorporating the mandatory provisions of CEQA.

The Laguna Beach Land Use Element will not directly result in significant changes to the physical environment, since the document is a textual plan only, in contrast to an actual development project. The plan is a legislative planning tool designed to guide the growth and development of the City, and sets forth the foundation for this growth by establishing community policies, land use standards and density provisions. The Element, however, will indirectly produce physical changes to the environment through implementation of its provisions. These "secondary effects" necessitate the need for this focused Environmental Impact Report, whereby individual and cumulative impacts may be identified.

Analysis: Given the nature of the Land Use Element as a long-range set of policies and standards, it is not practical to apply each of the mandatory seven points of CEQA with the same degree of specificity that is applied to an actual development project. In addition, since the element assumes a very broad orientation, it is impractical to assess specific environmental issues which may arise through implementation of the document. Therefore, this EIR represents the first step in a series of environmental assessments, with the final assessment made at the specific project level.

Presented below is an explanation of the seven points of CEQA as they apply to the Land Use Element.

1. Description of the Project: This project involves the revision and adoption of the Land Use Element for the City of Laguna Beach. The general purpose of the project is to establish new land use policies and development standards to

guide the long-range physical development of the community. A more complete description and explanation of the project is contained in Section I of this document.

- 2 & Environmental Impacts and Mitigation Measures: The initial
3. study or environmental checklist prepared for this project noted a number of secondary or indirect environmental impacts resulting from implementation of the Land Use Element. These impacts are primarily related to the issue papers described in Section VI of this document. The particular effects to the physical environment can only be generalized at this stage; more detailed assessments of potentially significant environmental impacts will logically follow as the various implementation measures are accomplished.

The Land Use Element is structured to identify and evaluate the major land use planning issues in the City. Since most of these issues may significantly impact the City's social, economic or physical environment, each issue paper is followed by a group of policies designed to resolve or mitigate these problem areas. In this context, the policies function to mitigate significant environmental effects (refer to Section VI for complete narrative of issue statements and mitigation measures). While some of these policies call for immediate action (in the form of public policy), other policies recommend special studies (like specific plans) to alleviate land use problems. As these special studies develop, they will invariably disclose additional environmental impacts that will require subsequent evaluation.

Perhaps the most significant component of the Land Use Element in terms of affecting the physical environment of the City is the Land Use Plan Map. This map sets forth provisions for the location, type and density of new development by establishing specific categories of land use and associated density standards. These land use categories set forth the general location and distribution of land use, with the more specific use of land regulated by zoning standards.

Given the broad and generalized nature of the Land Use Plan Map and its role as an illustrative guideline for development, the map itself will not directly impact the environment. However, implementation of the map in accordance with its provisions will result in changes in the location and density of new development, thus potentially affecting environmental conditions. The particular environmental effects of this development, however, can only be assessed at the project-implementation stage, when specific environmental impacts may be identified and appropriate mitigation measures instituted. Hence, although the Land Use Plan Map

provides the legislative authority for the conversion of land use, subsequent environmental evaluations at the project-implementation stage (as required by CEQA) is expected to provide the necessary safeguards to protect the environment.

4. Alternatives to the Proposed Action: In general terms, extreme alternatives to the project are (a) No project, (b) a plan accommodating maximum development, (c) a more restrictive plan. If the City chose not to adopt a Land Use Element, this decision would be violative of State Planning Law, which mandates the preparation of a general plan, inclusive of a Land Use Element. In addition, such action would place the City in the position of having no comprehensive long-range policy direction for growth and development in the community. The "no project" alternative could also include re-adoption of the original Laguna Beach Land Use Element adopted in 1972. This plan, however, is deficient in land use policies and development criteria, thus providing an unacceptable level of comprehensive planning.

A plan accommodating maximum growth and development, including the subdivision of existing open space hillside lands, would result in over-utilization of sensitive environmental resources and infrastructure capacity, thus producing numerous adverse impacts.

A more restrictive plan, whereby new development opportunities would be constrained may result in significant social and economic impacts, depriving individuals of housing mobility and choices and suppressing economic growth and development. Each of these three activities would result in unacceptable consequences to the City and thus have been rejected in favor of the current project.

5. Relationship Between Local Short-Term Uses of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity: The cumulative and long-term effects of the Land Use Element are to maintain the natural environmental characteristics of the City, while providing for moderate development opportunities as indicated on the Land Use Plan Map. The plan attempts to maintain a proper balance and relationship between economic growth, the City's ability to provide services, and environmental quality. The plan promotes a stewardship role for the City (in the form of land use policies and development standards), to maintain and enhance the long-term productivity of the City's environmental resources for the benefit of present and future generations.

6. Any Significantly Irreversible Environmental Changes Which Would be Involved in the Proposed Action, Should it be Implemented: The most significant irreversible environmental change resulting from the implementation of the project is the commitment of land within the community to urban development. The degree or severity of this impact is directly related to the nature, intensity and location of land uses constructed in conformance with the policies and standards in the Land Use Element. Development of existing vacant lands or redevelopment opportunities, however, will be closely monitored and evaluated in accordance with the City's zoning regulations and general plan policies, which incorporate provisions for preservation of environmentally sensitive lands, avoidance of natural hazards, and compatible relationships between natural land forms and structural improvements. Through application of the City's comprehensive development review process, significant irreversible environmental changes will be minimized.
7. Growth Inducing Impacts: The Land Use Element may be considered growth-inducing, since it provides parameters for approving new residential, commercial and industrial development. However, by directing development towards areas determined to be most compatible for such growth (as indicated on the Land Use Plan Map), this proposal is expected to relieve growth pressures on lands considered less appropriate for development, such as natural resource lands and open space lands. The plan attempts to facilitate development in areas most conducive for such development, consistent with the environmental goals of the community.

ADDENDUM TO LAND USE ELEMENT

The following policies and text were derived from the South Laguna Specific Plan (SLSP), and are herein by reference added to the Laguna Beach Land Use Element. In an effort to consolidate the SLSP with the Laguna General Plan, some policies from the SLSP have been added to either the Land Use Element, the Open Space/Conservation Element, the Housing Element or the Seismic and Public Safety Element. Other policies in the South Laguna Specific Plan have been eliminated due to the existence of comparable policies in the City's General Plan. The following additions/changes are to be included in the text of the document upon the next reprinting of the Land Use Element.

SECTION 6: Issue Statements and Policies

Page 35: Add the following to policies regarding Community Facilities and Capital Improvements:

- 2 - P Provide cultural facilities which meet the varied needs of the groups residing or visiting the area.
- 2 - Q New development shall be compatible or phased with the carrying capacity of the transportation network, public works systems and other municipal services.

Page 50: Add the following to policies regarding urban design:

- 11 - J Information required as part of development applications may include but is not limited to; fuel modification plans, grading plans, slope analysis, trail plans, viewshed analysis, geological reports, drainage runoff plans, vegetation mapping, and landscape plans.

Page 49: Add the following to policy 12-B regarding View Preservation:

...and preserve public views of the ocean and horizon by maintaining the low profile character of structures seaward of Pacific Coast Highway.

Page 52: Add the following to policies regarding View Preservation:

- 12 - G Future land use planning shall be compatible with the goal of providing visual access. As a consequence, all new structures and ancillary facilities shall be located to protect the public viewshed. Where this is not feasible, new development shall be sited to maximize views from public locations (i.e., roads, bluff top trails, visitor-serving facilities, etc.)

SECTION 7: Land Use Plan Map

Page 61: Add the following land use category before Hillside Management/Conservation:

Open Space

This category is intended to preserve land in its natural state for open space purposes. Lands within this category are typified by special ecological, wildlife or scientific study potential and are areas of topographical, geological and historical importance. Passive recreational uses such as walking and hiking are encouraged in appropriate areas. Compatible support facilities may also be allowed subject to a conditional use permit.

Page 62 Add the following land use category following Village Low Density.

Village Medium-Low Density

This classification is intended for detached, single-family residential uses in areas that are already developed and support existing homes, allowing a range in density from 8 - 12 dwelling units per gross acre. This district is intended to provide a residential living environment that is adjacent to local services and businesses. Mobile home parks are also permitted in this district.

Incorporate the following text, upon revision of the Land Use Element;

A. PLANNING BACKGROUND

The South Laguna Specific Plan area consists of approximately 1,811 acres of hillsides, terraces, and ocean frontage (Figure 1). Prior to annexation, the planning area was bounded by the City of Laguna Beach on the west; the Moulton Ranch (Aliso Viejo) property line on the north; Pacific Island Drive and Crown Valley Parkway on the east; and the Pacific Ocean on the southwest.

South Laguna has evolved slowly over a century and a half to take on a character and form unlike those of its coastal counterparts. The community is centered around diversity, in form and populace, and fosters a spirit of community interaction and pride. Within the community, natural processes and man's activities are intimately linked together serving as a basis for much of its unique character. Today South Laguna is beleaguered by conflicting demands for the accommodation of

future uses: commercial, housing, and recreation on the one hand; protection of valuable natural and cultural resources on the other.

In the early 1970's, residents of South Laguna began working with Orange County and local developers to reconcile these conflicting demands. The South Laguna Civic Association played the leading role in identifying community-wide issues and addressing these grievances to local and state officials. In recognition of their efforts, the Orange County General Plan Land Use Element was supplemented by a policy document specifically tailored to the community. Since that time numerous other planning activities have concentrated on portions of the community. The more significant of these include the Aliso Greenbelt and the Orange Coast National Urban Park. Preparation of a Local Coastal Program to implement the 1976 California Coastal Act attempted to embrace all these activities. The South Laguna Specific Plan served as the Local Coastal Program until 1988 when South Laguna was annexed to Laguna Beach. The Laguna Beach City Council adopted the plan as an interim urgency ordinance, and the plan continued in force through 1989. Several areas of South Laguna remained under County jurisdiction and are now part of the cities of Laguna Niguel and Dana Point; however, the South Laguna Specific Plan remains in effect as a Certified Local Coastal Plan for those areas.

B. HISTORICAL BACKGROUND

For centuries prior to the arrival of Spanish explorers, what is now South Laguna provided native American Indians a refuge from which they carried on hunting and gathering activities. Upon the onset of colonial exploration and the subsequent establishment of the California Mission System in the 1770's, the coastal Indian tribes south of Aliso Creek to San Onofre were designated for instruction and servitude at the San Juan Capistrano Mission and were called the Juaneno. Tribes north of Aliso Creek became the Gabrielino and were escorted to Mission San Gabriel, the next mission along El Camino Real, the King's Highway through Spanish California.

During the next fifty-year period, the missions were the focal point of early California life. By the 1830's, however, a new lifestyle became the dominant social and economic factor affecting these early communities. Large tracts of land were granted to loyalists of the Spanish King throughout the explored coastal region of the State. Rancho Niguel, to the east and south of present day Three Arch Bay, was granted to Juan Avila. Jose Andre Sepulveda acquired the extensive rancho from Newport Bay to North Laguna Beach. The territory between Rancho Niguel and Rancho San Joaquin was "ungranted" or "no grant" land. This land would become what is now South Laguna and Laguna Beach. Upon this unacquired stretch of coastline,

Jose Antonio Maria Acuma and his three daughters took abode. This family is very likely the first residents from western civilized nations to inhabit South Laguna.

The way of life along the coast for Spanish immigrants changed after the defeat of Mexico in the war of 1848. No longer a part of Mexico, early Spanish-speaking settlers became unsure of future events. This insecurity became even more prominent as a result of the mass migration of American fortune hunters during the gold rush of 1849. The gold rush drew national interest to the Pacific coast and stimulated the growth of railroads and communications, starting a migratory trend that has never ceased.

The first homesteader to file in South Laguna was Eugene Salter, who claimed Aliso Canyon in 1871. George Thurston followed later that year and took over the Salter shack and the 152 acre claim he had filed. George Thurston later filed another homestead further south, but became discouraged and sold out to an absentee owner. This land appears to be what is now Three Arch Bay. Other homesteaders who came to live in South Laguna included Hubbard and Leo Goff, Dwight Whiting and Nathaniel and William Brooks. These individuals set a precedent that picked up during the latter part of the 19th century as the land rush continued.

By the 1880's, all the land from Laguna to Three Arch Bay had been taken by homesteaders. Much of the local hillsides extending from Monarch Bay to Laguna Canyon remained unclaimed government land. By the late 1880's, Lewis Moulton had acquired some of this government land, including parts of Three Arch Bay, when he acquired Rancho Niguel and began to form the large Moulton Ranch.

During the early part of the 20th century, South Laguna consisted of a half dozen homesteading families largely subsisting on agrarian and fishing activities. The development boom began within the area during the mid-1920's with several of these homesteads plotted into communities of small lots which were promoted as sites for weekend cottages. This development provided additional stimulus for commercial activities and altered South Laguna from that of an isolated community to a weekend destination point for "Angelenos." The central sector of South Laguna, locally known as the "village," is a direct result of those early years of expansion containing an estimated 1000 lots from First to Eleventh Streets. The area is characterized by narrow streets, small lots, and mature vegetation.

Many movies were made on the beaches of South Laguna in the twenties and thirties. In 1922, "Robinson Crusoe" was filmed at Arch Beach. Later that year, Paul Muni made "The Life of Emile Zola" at Treasure Island. In the 1930's, "Captain Blood"

with Errol Flynn was made at Three Arch Bay; and at Treasure Island, the film "Evangeline" was made.

Since the 1920's, development has continued in South Laguna with primary emphasis along the coast. Three Arch Bay was one of the earliest major developments; it was subdivided in 1929 into 500 lots. The character of these early developments is evident in the community of today.

South Laguna developed its permanent population through popularity as a weekend or second home community. The community steadily grew to a population of 4,499 as of the 1980 census. Projections for the community contained within the current Orange County Development Monitoring Program (1980) indicate little or no growth between 1982 to the year 2000.

The population profile for the community illustrates a well-balanced populace, with middle age (30-49) and young (0-19) people accounting for over 50 percent of the total. A significant reduction in elderly residents during the last decade (11 percent) can be assumed to coincide with inflationary coastal economics.

The populace is mainly white with a middle- to upper-middle income. Newer residents tend to be professionals with careers in architecture, engineering, business and education.

C. EXISTING LAND USE PATTERN

A detailed land use study of South Laguna was conducted and mapped to provide an overview of the existing community fabric. Uses which relate to each other in an activity sense and which have some of the same general characteristics in performance, appearance and effect on the environment have been combined (Figure 1a).

1. Residential

Single-family, detached, residential units represent the largest single land use category in South Laguna. This category is evident throughout the community and averages approximately three to six dwelling units per acre. Ages associated with housing range from over fifty years in the village area to units under construction in recent tracts and on individually-owned lots.

Typical to many Southern California ocean communities, South Laguna has several "locked gate" developments. These private developments are primarily along the northern and southern boundary of the community and include Lagunita, Three Arch Bay, Blue Lagoon, Laguna Meadows and Monarch Bay. Smaller communities with private roads, but with public pedestrian easements, include Bluff Drive, Camel Point, Aliso Circle and Circle Drive.

Several large, multifamily complexes exist within the current community. These complexes include the Blue Lagoon, Myers Brothers Apartments, Laguna Royale, Table Rock and Laguna Lido. With the exception of the Myers Brothers Apartments, all these developments are along the coast.

Two mobile home parks exist in South Laguna near the community's northern border with the City of Laguna Beach. "Treasure Island" lies along the coast and contains 266 mobile homes. Laguna Terrace lies opposite Treasure Island across Pacific Coast Highway and contains 161 trailer sites. Both Treasure Island and parts of Laguna Terrace have been under pressure by various development proposals for redevelopment into other land uses.

2. Commercial

Commercial uses within the South Laguna community are grouped into three primary locations along Pacific Coast Highway. These commercial facilities provide a broad range of services geared primarily to the local resident's needs. These include retail trade, restaurants, convenience goods and professional offices.

Alpha Beta Shopping Center is located at the northern end of the community. The center contains a major supermarket as well as other retail outlets.

The oldest commercial area, "The Village," lies between First and Fifth Avenues, in the center of the community. Commercial activity in this area is entirely resident-oriented and takes on the character of the village, with small, two-story, frame buildings on 25-foot lots and little or no on-site parking.

Near the southern end of the community within Three Arch Bay, a smaller, more specialized area of business and professional office buildings exists.

3. Public Facilities

Major public and quasi-public uses in South Laguna include the following facilities: South Coast Community Hospital (located between Fifth and Eighth Avenues along Pacific Coast Highway), Aliso Beach Park, Aliso School Park (located at the intersection of Wesley Drive and Pacific Coast Highway), South Coast County Water District headquarters (located at the end of West Street), Laguna Beach Golf Course (located near Aliso Creek) and General Telephone Company equipment building (at the mouth of Aliso Creek).

4. Open Space/Recreation

Open space and leisure are not synonymous, yet the terms are often used as though they were. Open space as a land use and recreation as a broad group of activities are, however, mutual to such a degree that they can be discussed together, particularly as each relates to South Laguna.

As an ocean community, South Laguna contains a wealth of wide sandy beaches enclosed within a series of rocky points. The coastline further contains numerous small pocket coves, state (public) tidelands and extensive cliff areas. Much of the beaches in the southern portion of the community are closed to the public due to private locked-gate communities and minimal lateral beach access opportunities. Public beach access is available to Victoria Beach and Monarch Bay Beach while Aliso Beach Park (equipped for visitor use with restroom facilities and off-street parking) provides access to a large stretch of coastline encompassing approximately one-fifth of the coastline planning area.

Current developed public recreational facilities in South Laguna include Village Green Park, located at the corner of Monterey and Catalina in the Village, Aliso Beach Park and Laguna Beach Golf Course. Orange County also owns two undeveloped park sites in the vicinity of Coast Royale Beach. In addition, a public community park is being developed by the City of Laguna Beach at the Aliso School site. Other recreational facilities in the community are private, either located with a gated community or as part of an apartment or condominium complex.

Undeveloped land accounts for a large portion of the planning area. A majority of this acreage is located within the hillsides of the community and is periodically used by local residents for informal recreational activities. Vacant parcels along the coast are frequently used as vista points.

The Aliso Creek corridor has been proposed by the County to accommodate low intensity recreation facilities, including hiking and biking trails and camping and picnic facilities.

5. General Plan/Zoning

Previously discussed land uses within the South Laguna community are accommodated by a similar variety of land use designations associated with the General Plan. In most cases, these designations generally conform to existing uses.

Current zoning patterns within South Laguna reflect the evolution of land uses within the community. Large individually-owned parcels in South Laguna at the turn of

the century required little or no jurisdictional regulations. With the subsequent establishment of the community as a beach resort and the creation of small lot subdivisions from these larger parcels, Orange County recognized the need to control and regulate growth in the community. By 1936, when the first zoning ordinance in Orange County was adopted for South Laguna, a pattern of development was established which is evident today in the village between First and Eleventh Avenues.

D. RELEVANT PLANNING PROGRAMS

A number of recent planning programs have addressed portions of South Laguna and have implications for existing and future land uses within the community. The following discussion provides a brief synopsis of the content and the application of each program to South Laguna.

1. Aliso Creek Corridor Specific Plan (Concept)

The Aliso Creek Corridor Specific Plan (Concept) was adopted by the Orange County Board of Supervisors in July 1978. The plan is meant to systematically execute the General Plan by providing a comprehensive understanding of Aliso Creek as an open space/recreation corridor and provide a policy framework for corridor development. This framework is established through an overall land use/circulation plan relating to an established set of goals, policies, guidelines and implementation techniques.

The Aliso Creek Corridor Concept Plan classifies that portion of the Plan within South Laguna into two primary designations: Open Space and Residential/Open space. These designations coincide with boundaries established by land use designations of the Orange County General Plan Land Use Element. Usage within the Open space area is limited to: passive recreation in canyon floors; active recreation at the mouth of Aliso Creek; wildlife and scenic preserves; and conservation and active recreation based upon the expressed value of existing resources. Usage within the Residential/Open space area is limited to scenic amenities and resource conservation on side slopes of the canyon with limited residential activity on ridge tops.

2. Laguna Greenbelt Study Area

In 1968, a Laguna Greenbelt Committee was organized to advocate the preservation of open space surrounding the City of Laguna Beach and the community of South Laguna. Three years later, an independent citizen's group called Laguna Greenbelt, Inc. was formed to carry out the task. In June 1973, the Orange County Board of Supervisors approved the Laguna Greenbelt as a priority area in the Open Space Element of the County General Plan. The Supervisors later

formed the Laguna Greenbelt Study Team to develop policies to implement the greenbelt concept. The study team's final report containing the policies and recommendations was released in March 1978 but not adopted by the Board of Supervisors.

3. Aliso Greenbelt Management Plan

Since 1978, the County worked with the State Coastal Conservancy, Aliso Viejo Company and others in the formation of the Aliso Greenbelt Management Program (AGMP).

The project proposes to protect the critical habitats and natural areas, provide public recreational opportunities, and provide maximum public access throughout the greenbelt consistent with resource protection. The plan also proposes to ensure permanent preservation and management of greenbelt resources by providing a minimum amount of revenue-generating uses and facilities needed to make the greenbelt a self-supporting unit.

4. Orange County Recreational Needs and Regional Parks Study

In 1980, the Orange County Recreational Needs and Regional Parks Study was undertaken to determine recreational needs throughout Orange County. The study specifically estimated the demand for particular recreational activities and the public facilities available at a particular time to satisfy such demand. Based upon this information, the degree of surplus or deficiency of public facilities was projected.

For Community Analysis Area 65, which contains all of South Laguna, the study noted a deficiency of public facilities for surfing, bicycling, tennis, jogging, skateboarding and picnicking. The study did not incorporate the provision of facilities provided by the private sector.

5. "208"/Areawide Waste Treatment Management Plan

Under the Federal Water Pollution Control Act of 1972 (PL-92-500), a national policy was established to control water pollution sources and to manage the quality of the nation's water. Section 208 of this policy is enacted at the regional level with the Southern California Association of Governments (SCAG) designated by the State Water Resources Control Board in 1976 as the areawide Waste Treatment Management Planning Agency for the South Coast region or planning area. The planning area includes portions of Los Angeles County, Ventura County, Riverside County, San Bernardino County and all of Orange County. South Laguna falls within the San Juan Hydrographic unit (Aliso Creek Outfall).

Within the San Juan Hydrographic Unit the community is in a location where management practices are inadequate for

erosion control according to SCAG's 1979 Waste Treatment Management Plan, due to construction related activities.

6. Air Quality Management Plan

The California Air Resources Board has determined that the entire South Coast Air Basin is a nonattainment area for oxidant, CO, NO and TSP and is in violation of the primary National Ambient Air Quality Standards. As a result, the South Coast Air Quality Management District and the Southern California Association of Governments have jointly prepared an Air Quality Management Plan for meeting the federal air quality standards.

The AQMP responds to both state and federal legislative mandates. The State Air Quality Management Act (1976) created the SCAQMD and required the development of a plan to meet state standards in the South Coast Air Basin at the earliest achievable date. The Clean Air Act Amendments (1977) require that a Nonattainment Plan be developed in this Basin since it was projected that most federal standards would continue to be violated through 1982. A joint planning effort between SCAG and the SCAQMD developed AQMP to satisfy both state and federal mandates.

E. OWNERSHIP PATTERNS

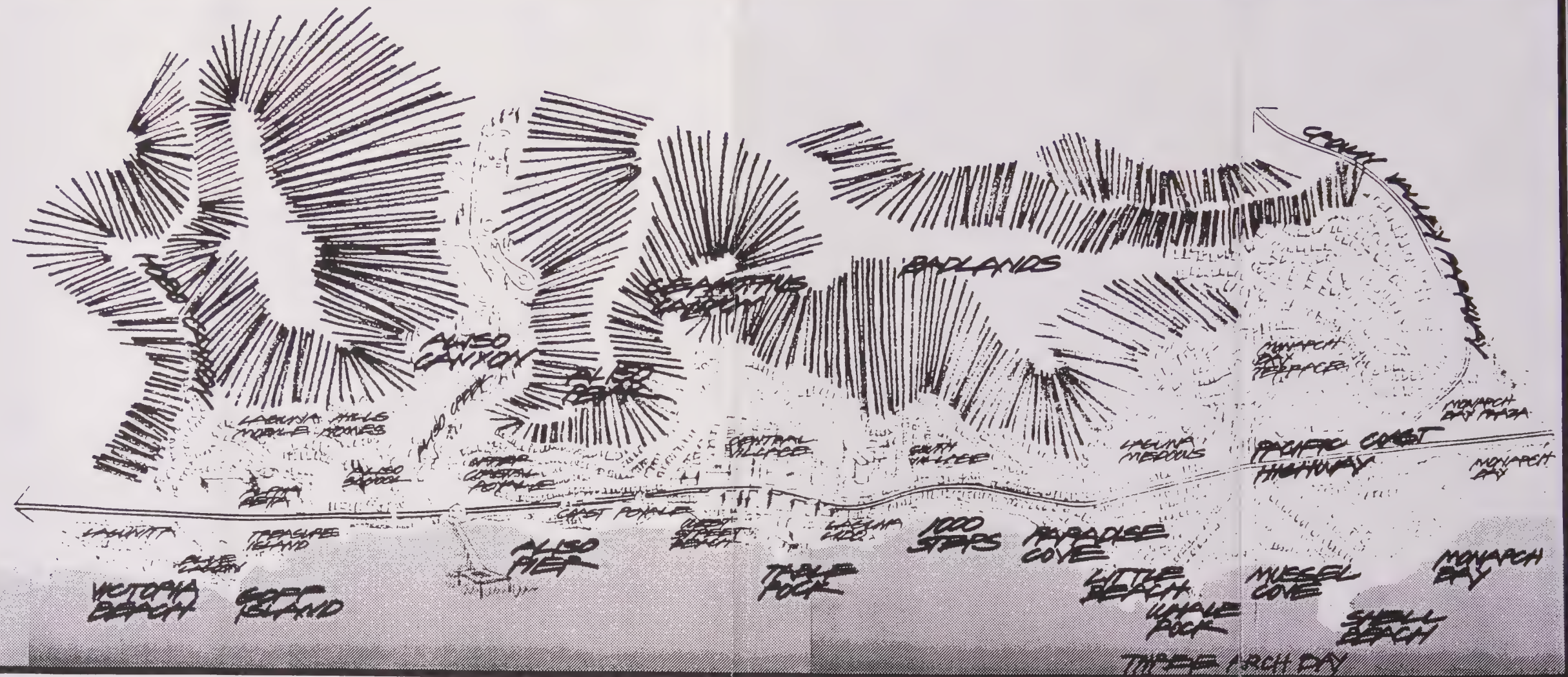
South Laguna is owner-occupied residential in nature, a pattern established in the mid-1920's with the small lot subdivision of the Village between First and Eleventh Avenues. This pattern of individual private ownership of small ocean-facing lots currently extends from Hobo Canyon and Lagunita on the north to Three Arch Bay on the south along both sides of Pacific Coast Highway and provides a character unique to South Laguna.

Exceptions to the established pattern of ownership along Pacific Coast Highway are generally found in multifamily developments such as Blue Lagoon, Laguna Royale, Laguna Lido, and Table Rock. Treasure Island Mobile Home Park, Laguna Hills Club Estates, South Coast Community Hospital and strip commercial development create additional patterns influencing the overall diverse character of the community.

The remaining portions of South Laguna are large, individually, corporate- or County-owned parcels located in the eastern portions of the planning area. The parcels within the City's boundaries are generally vacant hillside areas which overlook the older areas of the community and account for the last large existing undeveloped land.

Figure 2 illustrates the ownership patterns of the large land-holdings. Several of the ridgeline areas that with the annexation fell outside of the City's boundaries, have been approved by the County for intensive residential development

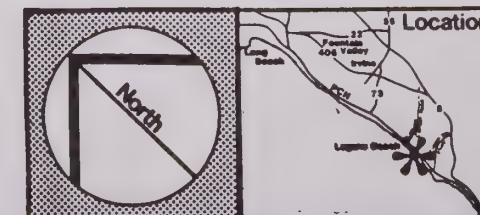
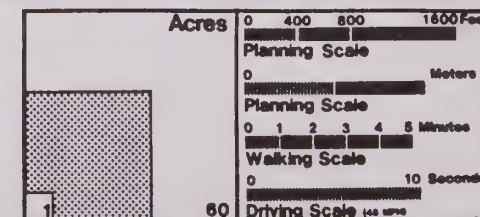
and are in the process of construction. Open Space easements and fee dedications have occurred on the hillside portions of these parcels as a part of this approval. These projects include Laguna Sur and Monarch Point (labeled Hawthorne and AVCO on the ownership map. Fig. 2)



SOUTH LAGUNA SPECIFIC PLAN LOCAL COASTAL PROGRAM

Legend :

ALPHA AREA	LAND USE
VICTORIA AREA	LANDMARK



Information Source:
GENGE, 1980.

Prepared For:
County Of Orange
Prepared By:
Genge Consultants
Basmaciyani - Darnell, Inc.
Peter Bass & Associates

SOUTH LAGUNA IMAGE
LOCATION

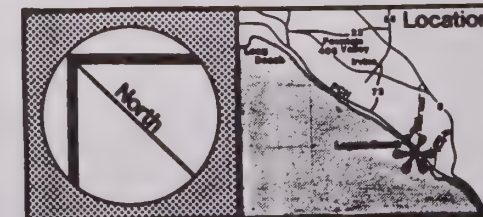
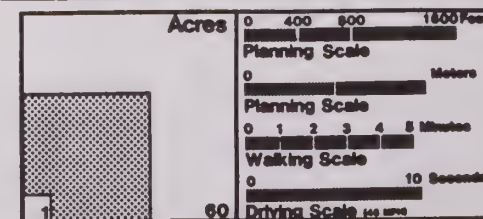
figure 1



SOUTH LAGUNA SPECIFIC PLAN LOCAL COASTAL PROGRAM

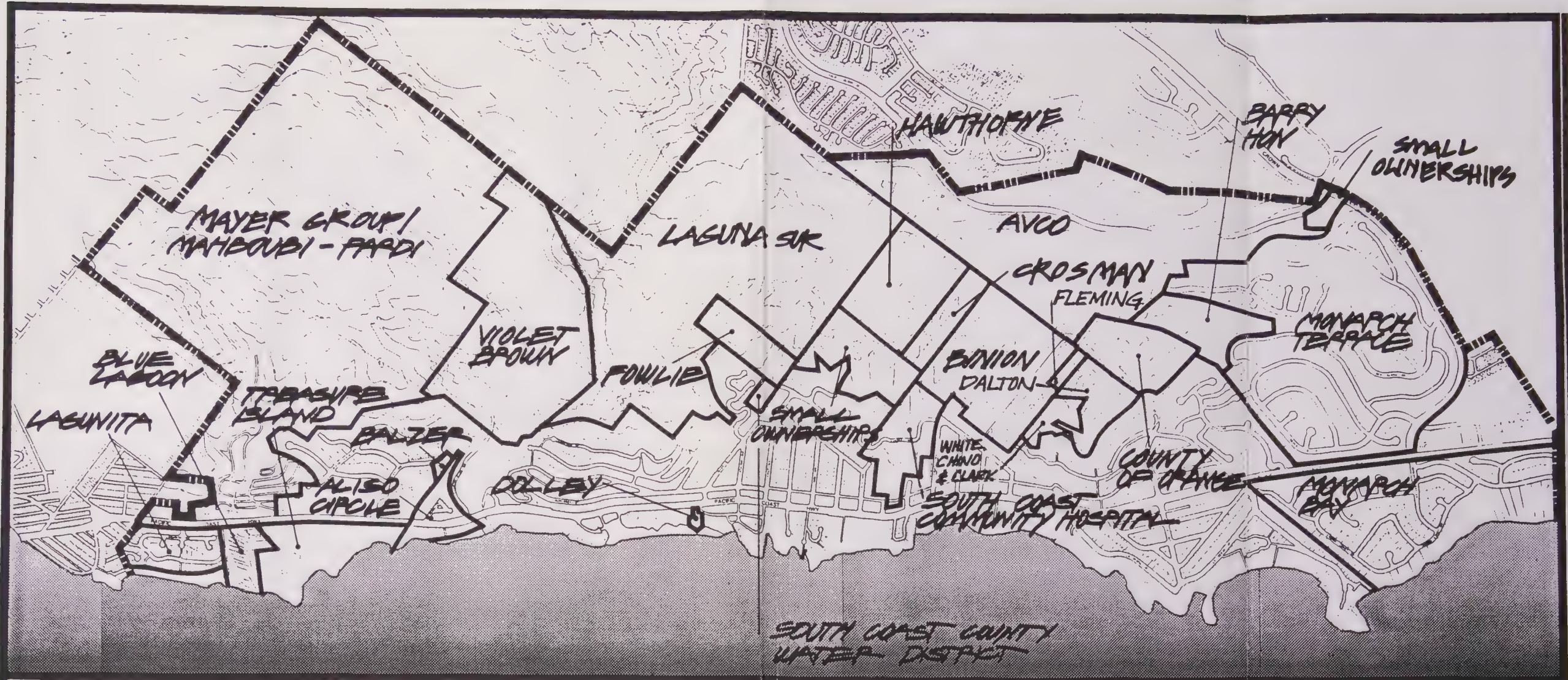
Legend :

	SINGLE FAMILY DWELLINGS		RECREATIONAL OPEN SPACE
	MULTI-FAMILY DWELLINGS		UNDEVELOPED
	MOBILE HOMES		
	COMMERCIAL / OFFICE / PROFESSIONAL		
	INSTITUTIONAL / PUBLIC FACILITIES		
	VACANT		



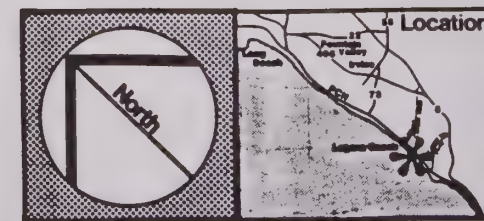
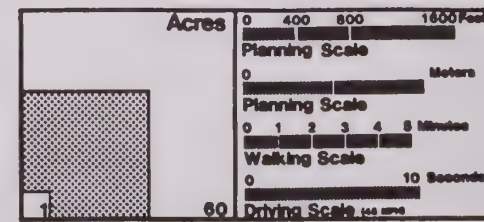
Information Source:
COUNTY OF ORANGE EMA, 1980;
VTN, 1978; GENGE, 1980.

Prepared For:
County Of Orange
Prepared By:
Genge Consultants
Basmaciyani - Darnell, Inc.
Peter Bass & Associates



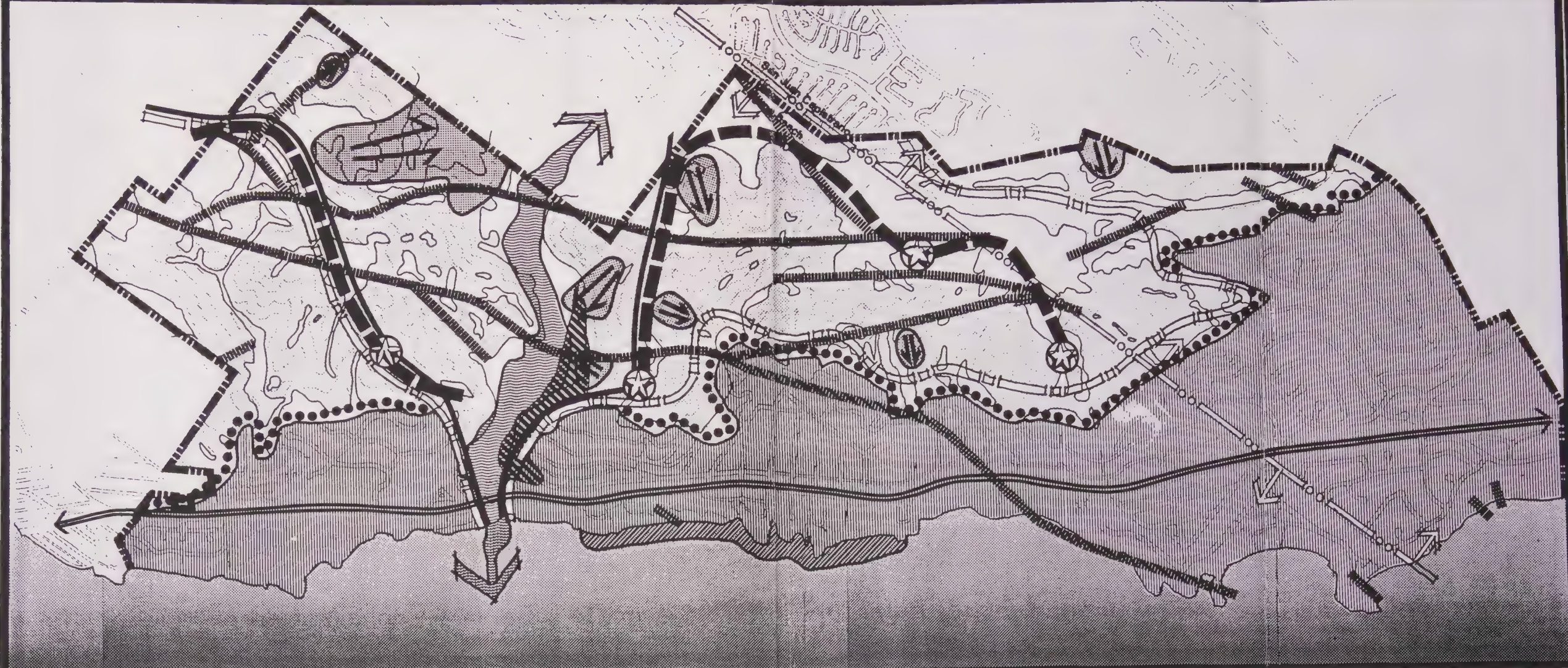
SOUTH LAGUNA SPECIFIC PLAN LOCAL COASTAL PROGRAM

Legend :
 OWNERSHIP BOUNDARY

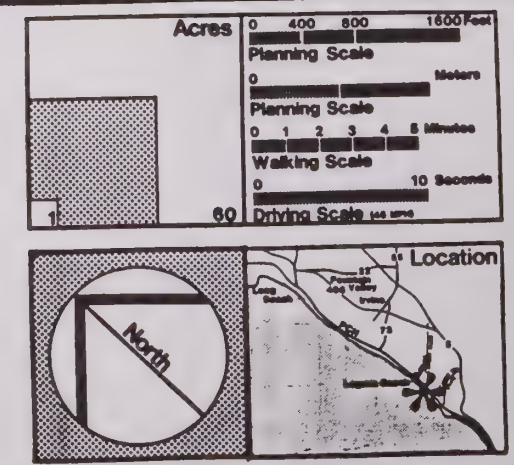
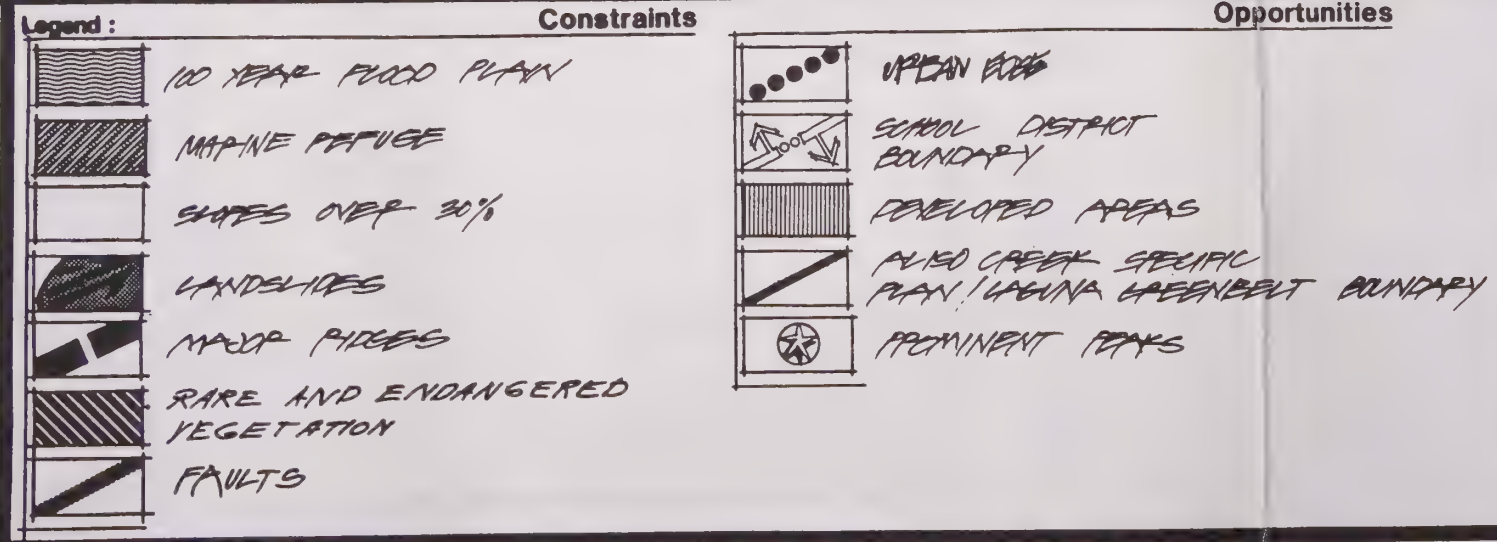


Information Source:
COUNTY OF ORANGE EMA, 1980.

Prepared For:
County Of Orange
Prepared By:
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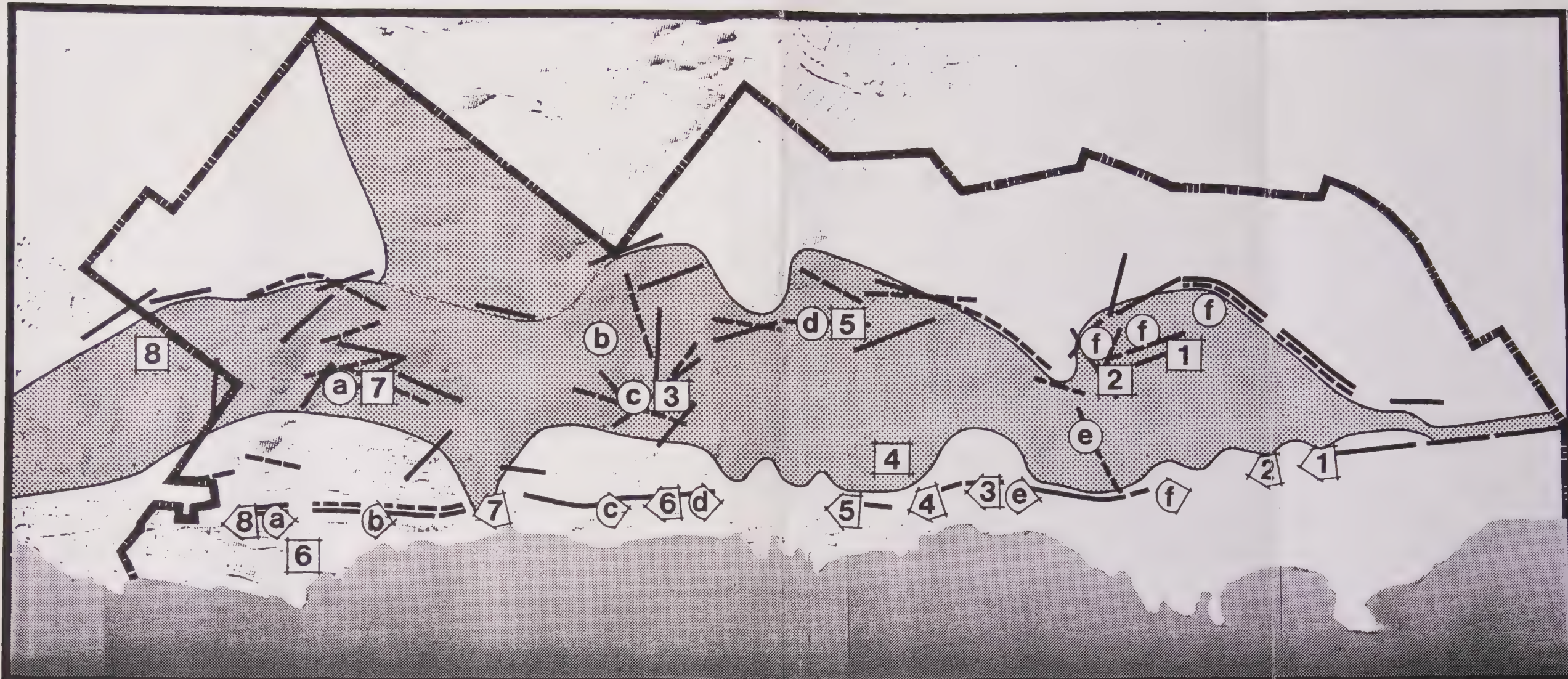


SOUTH LAGUNA SPECIFIC PLAN / LOCAL COASTAL PROGRAM



Information Source:
 SAN JUAN CAPISTRANO UNIFIED SCHOOL DISTRICT; LAGUNA BEACH UNIFIED SCHOOL DISTRICT; COUNTY OF ORANGE EMA (RESOURCE COMPONENT, 1980); SCS SURVEY, 1976; CALIFORNIA DIVISION OF MINES AND GEOLOGY, 1973; COUNTY OF ORANGE SECTIONAL DISTRICT MAP, 1980; GENGE, 1980; ALISO GREENBELT MANAGEMENT PLAN, 1979; ALISO CREEK SPECIFIC PLAN CONCEPT, 1977.

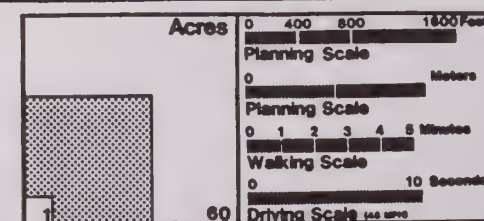
Prepared For:
 County Of Orange
Prepared By:
 Genge Consultants
 Basmaciyan - Darnell, Inc.
 Peter Bass & Associates



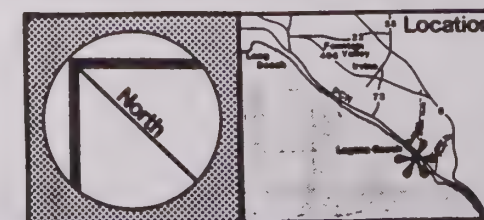
SOUTH LAGUNA SPECIFIC PLAN LOCAL COASTAL PROGRAM

Legend :

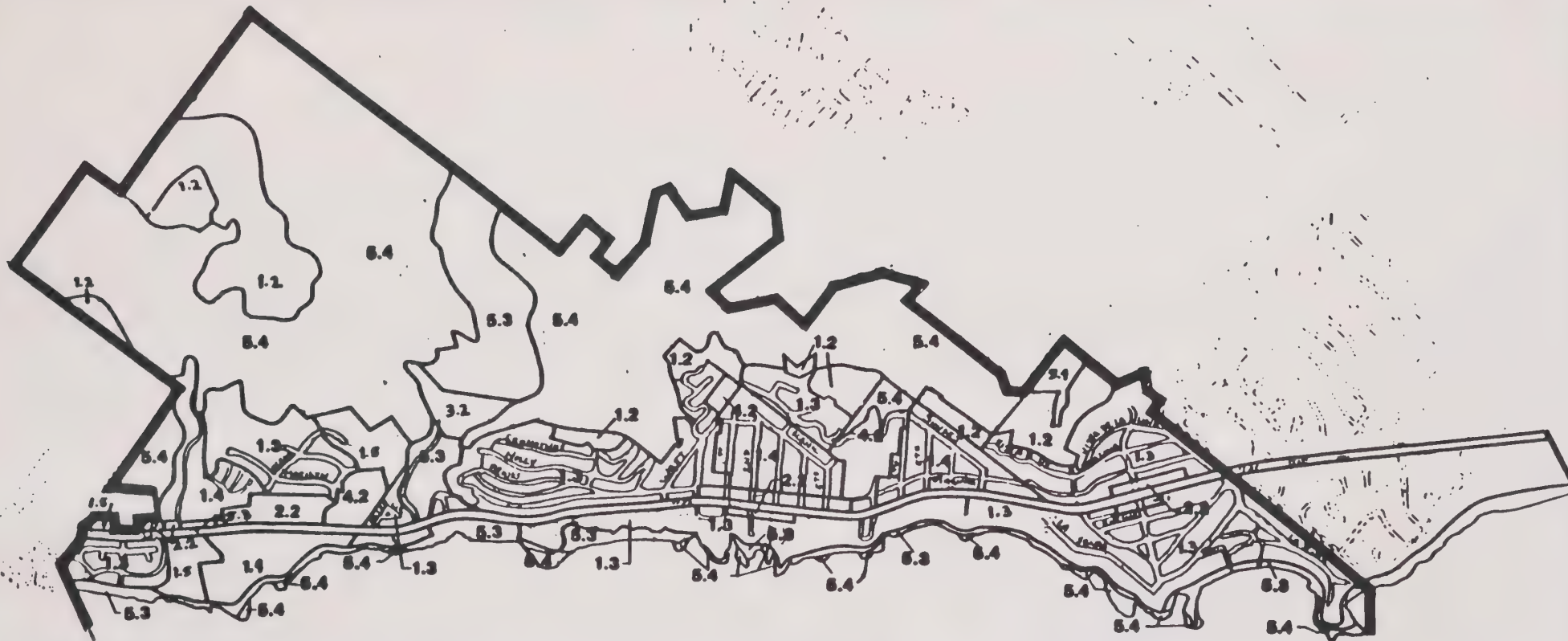
- VIEW ORIGIN POINT
(LOOKING SOUTH FROM PCH)
- VIEW ORIGIN POINT
(LOOKING NORTH FROM PCH)
- VISIBLE TOPOGRAPHIC
BOUNDARY (SOUTH)
- VISIBLE TOPOGRAPHIC
BOUNDARY (NORTH)
- VISIBLE POINT
(LOOKING SOUTH FROM PCH)
- VISIBLE POINT
(LOOKING NORTH FROM PCH)
- VISUAL CORRIDOR
(VARIABLE EDGE)



Information Source:
GENGE, 1980.



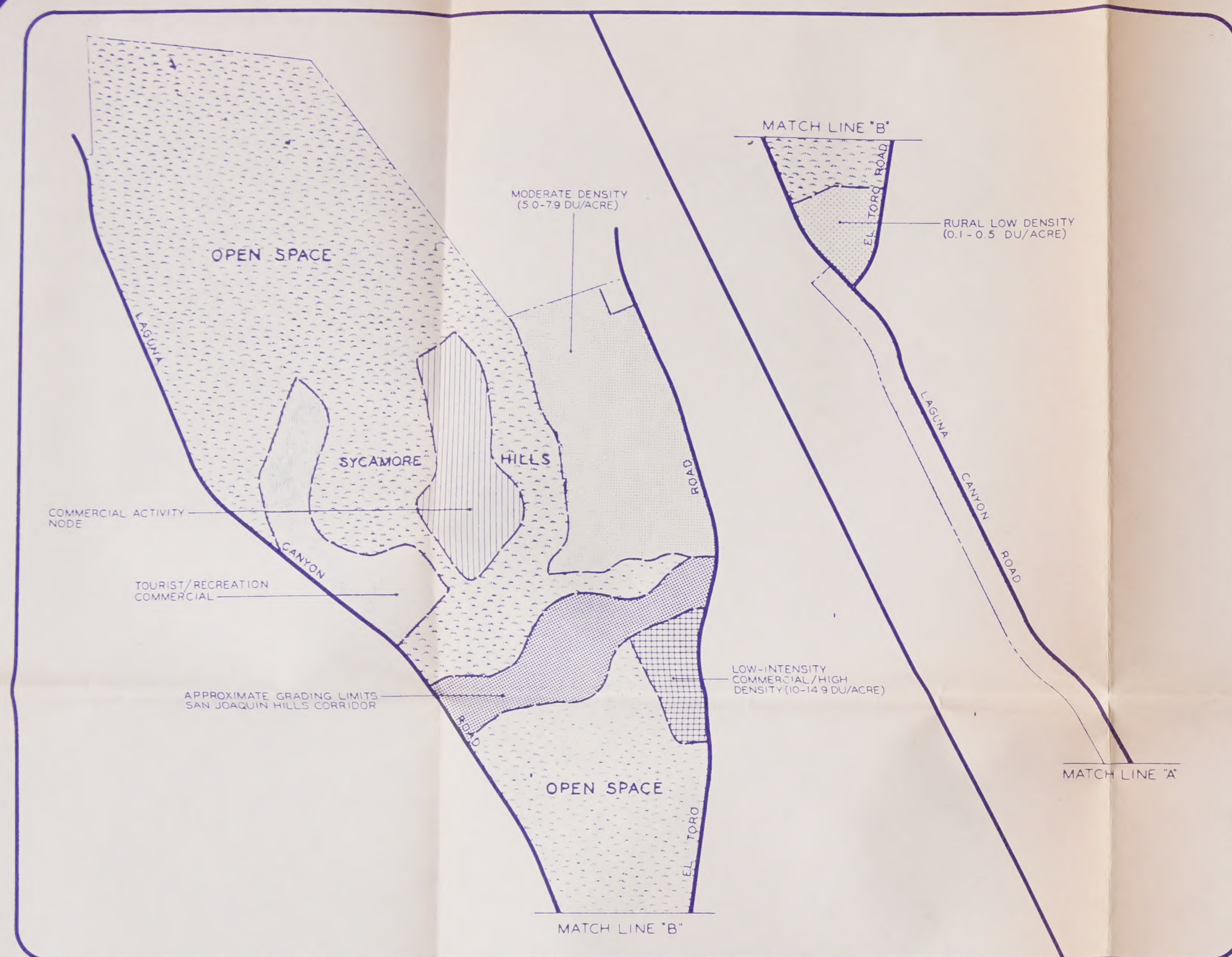
Prepared For:
County Of Orange
Prepared By:
**Genge Consultants
Basmaciyan - Darnell, Inc.
Peter Bass & Associates**



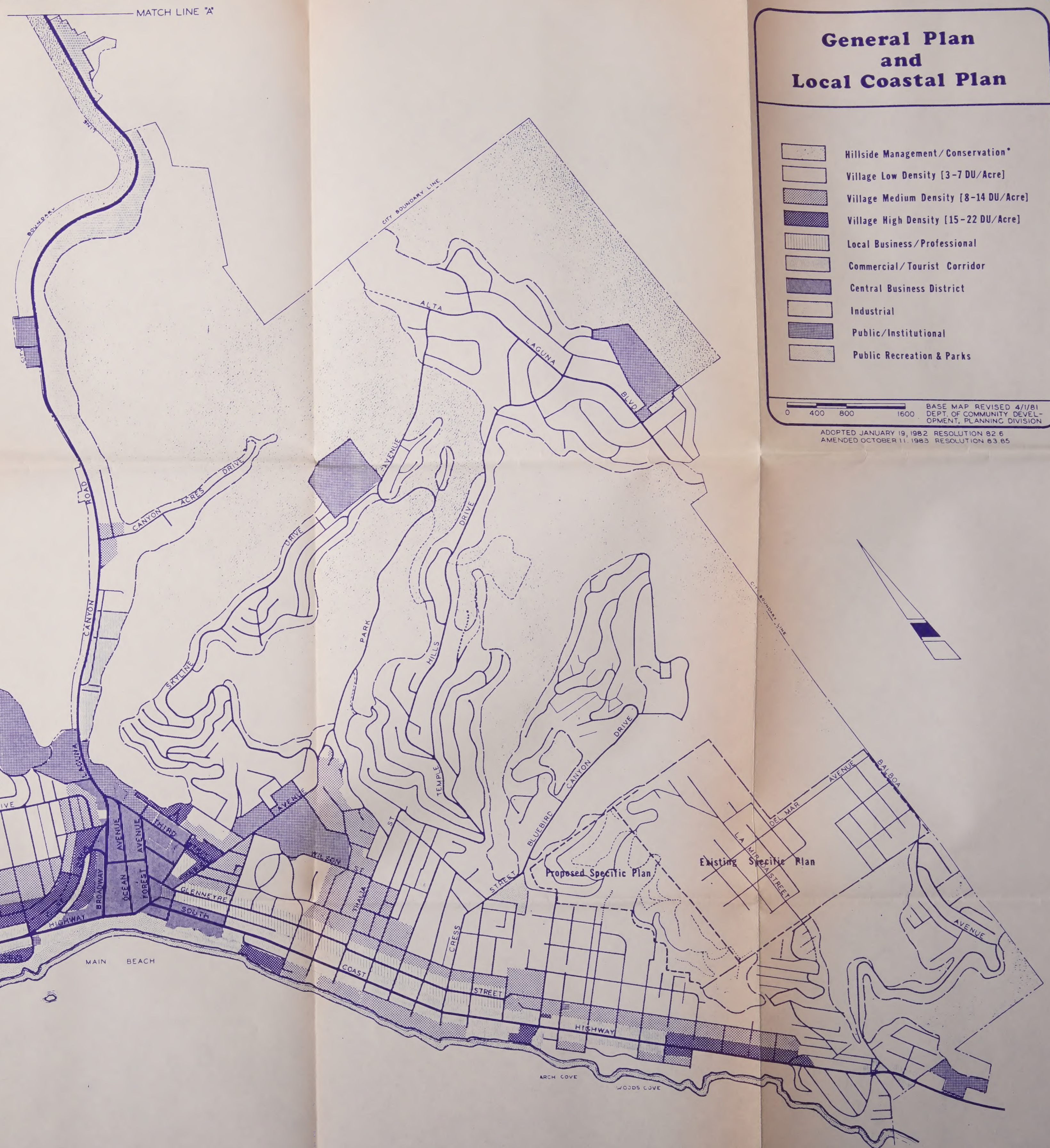
PROPOSED LAND USE MAP SOUTH LAGUNA

Legend :

1.2	HILLSIDE MANAGEMENT/ CONSERVATION	2.2	LOCAL BUSINESS/ PROFESSIONAL	5.4	OPEN SPACE
1.3	VILLAGE LOW DENSITY 3-7 DU/ACRE	3.2	COMMERCIAL/TOURIST CORRIDOR		
1.4	VILLAGE MEDIUM-LOW DENSITY 8-10 DU/ACRE	4.2	PUBLIC/INSTITUTIONAL		
1.5	VILLAGE HIGH DENSITY 15-22 DU/ACRE	5.3	PUBLIC RECREATION AND PARKS		



* DEVELOPMENT OPPORTUNITIES ARE BASED ON A SLOPE-DENSITY FORMULA; DEVELOPMENT OF THESE LANDS IS CONSTRAINED BY IMPAIRED ACCESS, GEOTECHNICAL PROBLEMS, AVAILABILITY OF SERVICES, AND ENVIRONMENTALLY SENSITIVE LANDS. THE ACTUAL NUMBER OF HOUSING UNITS, THEREFORE, MAY BE LESS THAN THAT PROVIDED BY THE SLOPE-DENSITY PROVISIONS, AS DETERMINED BY SITE-SPECIFIC STUDIES DURING DEVELOPMENT OF PROPERTY.




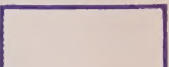

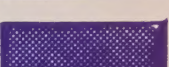
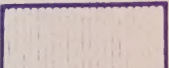
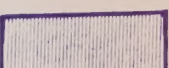

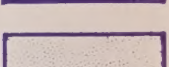
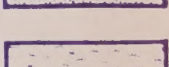
General Plan and Local Coastal Plan

- Hillside Management/Conservation*
- Village Low Density [3-7 DU/Acre]
- Village Medium Density [8-14 DU/Acre]
- Village High Density [15-22 DU/Acre]
- Local Business/Professional
- Commercial/Tourist Corridor
- Central Business District
- Industrial
- Public/Institutional
- Public Recreation & Parks

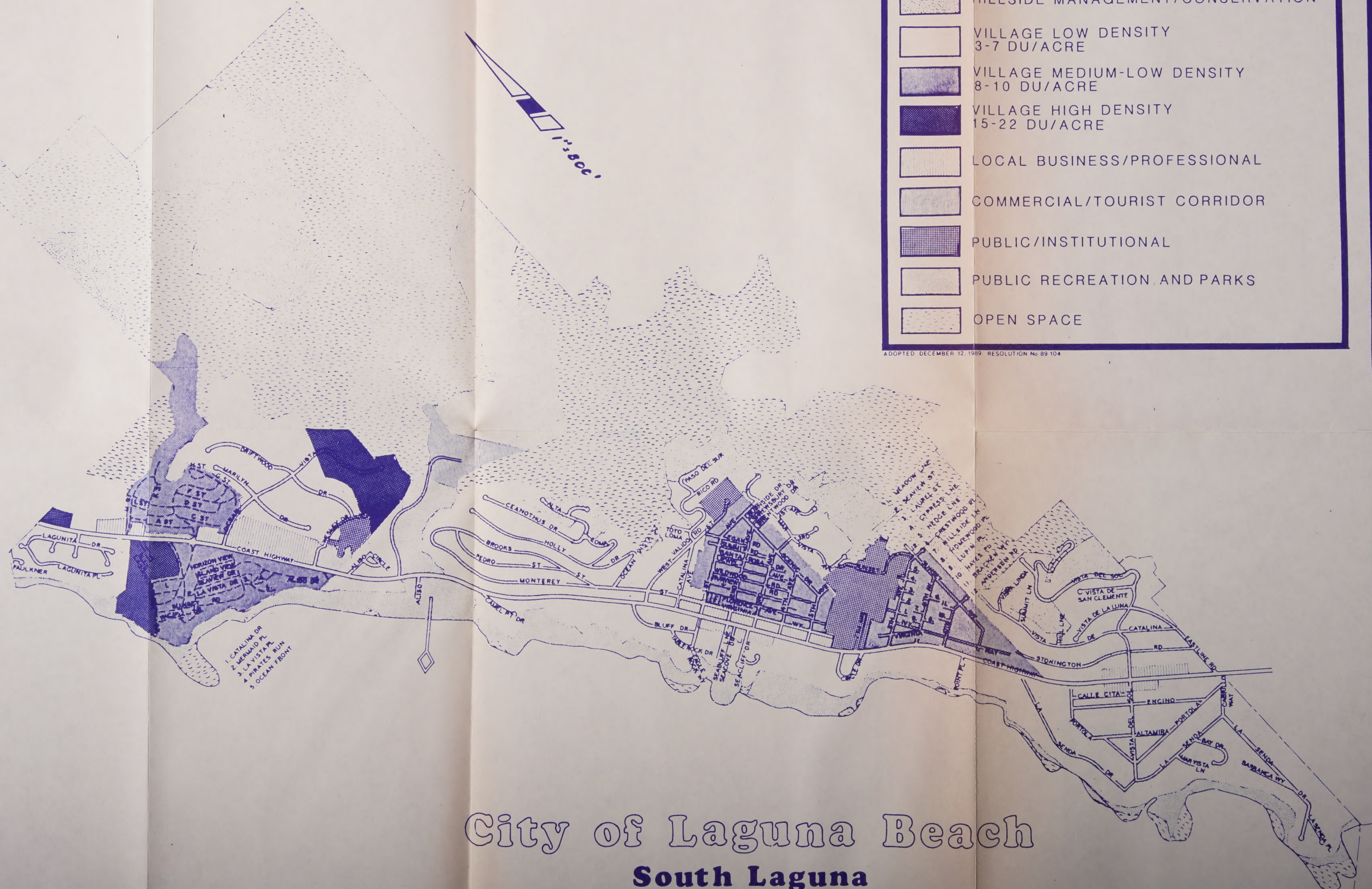
0 400 800 1600
BASE MAP REVISED 4/1/81
DEPT. OF COMMUNITY DEVELOPMENT, PLANNING DIVISION
ADOPTED JANUARY 19, 1982 RESOLUTION 82.6
AMENDED OCTOBER 11, 1983 RESOLUTION 83.65

City of Laguna Beach

General Plan and Local Coastal Plan

-  HILLSIDE MANAGEMENT/CONSERVATION
-  VILLAGE LOW DENSITY
3-7 DU/ACRE
-  VILLAGE MEDIUM-LOW DENSITY
8-10 DU/ACRE
-  VILLAGE HIGH DENSITY
15-22 DU/ACRE
-  LOCAL BUSINESS/PROFESSIONAL
-  COMMERCIAL/TOURIST CORRIDOR
-  PUBLIC/INSTITUTIONAL
-  PUBLIC RECREATION AND PARKS
-  OPEN SPACE

ADOPTED: DECEMBER 12, 1989 RESOLUTION NO. 89 104



City of Laguna Beach
South Laguna

U.C. BERKELEY LIBRARIES



C124907689

